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REPORT

OF THE

SECRETARY OF THE INTERIOR

FOR THE FISCAL YEAR

ENDED JUNE 30

1911



WASHINGTON : GOVERNMENT PRINTING OFFICE : 1912

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BUREAUS OF THE INTERIOR DEPARTMENT.

The Department of the Interior was established by the act of March 3, 1849 (9 Stat. L., 395).

GENERAL LAND OFFICE.

Organized as a bureau of the Treasury Department under act of April 25, 1812 (2 Stat. L., 716).

First Commissioner, Edward Tiffin, of Ohio; appointed May 7, 1812.

Became a bureau of the Interior Department when that Department was organized under the act of March 3, 1849 (9 Stat. L., 395).

INDIAN OFFICE.

Organized as a bureau of the War Department under act of July 9, 1832 (4 Stat., L., 564).

First Commissioner, Elbert Herring, of New York; appointed July 10, 1832.

Became a bureau of the Interior Department when that Department was organized.

BUREAU OF PENSIONS.

Organized as a bureau of the War Department under act of March 2, 1833 (4 Stat. L., 622).

First Commissioner, James L. Edwards, of Virginia; appointed March 3, 1833.

Became a bureau of the Interior Department when that Department was organized.

PATENT OFFICE.

Organized as a bureau of the State Department under act of March 4, 1836 (5 Stat. L., 117).

First Commissioner, Henry S. Ellsworth, of Connecticut; appointed July 4, 1836.

Became a bureau of the Interior Department when that Department was organized.

BUREAU OF EDUCATION.

Organized under act of March 2, 1867 (14 Stat. L., 434).

Became a bureau of the Interior Department July 1, 1869, under act of July 20, 1868 (15 Stat. L., 106).

First Commissioner, Henry Barnard, of Connecticut; appointed March 14, 1867.

GEOLOGICAL SURVEY.

Organized as a bureau of the Interior Department under act of March 3, 1879 (20 Stat. L., 394).

First Director, Clarence King, of New York; appointed April 14, 1879.

RECLAMATION SERVICE.

Organized under act of June 17, 1902 (32 Stat. L., 388), under the Director of Geological Survey, Charles D. Walcott.

First Director, F. H. Newell, of Pennsylvania; appointed March 9, 1907.

BUREAU OF MINES.

Organized as a part of the Interior Department under the act of May 16, 1910 (36 Stat. L., 369).

First director, Joseph A. Holmes, of North Carolina; appointed September 3, 1910.

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REPORT OF THE SECRETARY OF THE INTERIOR.

WASHINGTON, D. C., *December 1, 1911.*

SIR: I have the honor to submit, for your consideration, my first annual report as Secretary of the Interior, covering the year ended June 30, 1911. I was appointed to this office by you on March 7, 1911, and qualified on March 13, 1911, succeeding the Honorable Richard A. Ballinger. Less than one-third, therefore, of the year included in this report has been covered by my administration.

GENERAL STATEMENT.

My predecessors have called attention to the mass and variety of important matters which are intrusted to the charge of the Department of the Interior, and which relate to—

The General Land Office,
The Office of Indian Affairs,
The Pension Office,
The Patent Office,
The Geological Survey,
The Bureau of Education,
The Bureau of Mines,
The Reclamation Service,
The Territories (exclusive of the insular possessions; but including Hawaii),
The national parks and monuments,
American antiquities,
Superintendent of Capitol Building and Grounds,
Government Hospital for the Insane,
Freedmen's Hospital,
Howard University,
Columbia Institution for the Deaf and Dumb.

The Secretary of the Interior is also charged with certain duties in connection with the District of Columbia, including the protection of the public streets, avenues, squares, and reservations in the city of Washington from improper appropriation or occupation; the issuance of deeds to certain lots in that city, and special duties imposed by particular acts of Congress.

My predecessor, Secretary Ballinger, called attention in his annual report for the year 1910 to the thoroughly inconsistent manner in which the work of the Government has been divided between the administrative departments of the Interior, of Agriculture, and of Commerce and Labor, with the inevitable result of duplication of governmental effort and the administrative ineffectiveness arising out

of divided jurisdiction. A very substantial increase of efficiency and economy would undoubtedly result from a rearrangement of these executive departments so that work of a related character could be administered by one department, and so that the mass of work itself could be more evenly distributed among the departments. The grouping of related subjects in a single department would undoubtedly materially reduce the work of some, without greatly increasing that of others. The present situation is the quite natural outgrowth of the manner in which the Department of the Interior was first created and the inconsistent duties which were then imposed upon it. The principal bureaus which were at first placed under it were the General Land Office, the Office of Indian Affairs, the Patent Office, and the Pension Office, but as new matters were undertaken by the General Government which did not logically fall under any of the other departments they were naturally assigned to the Department of the Interior, which became a sort of administrative "catchall" and has so continued, although partially relieved by the establishment of the Department of Agriculture and the Department of Commerce and Labor.

It is difficult to understand why the Patent Office should not have been transferred to the latter department upon its creation, although the Patent Office is now so thoroughly organized and systematized and its work so definitely covered by statutory and administrative regulations that the matters which come up from it to the Secretary of the Interior do not add materially to his work. I am of the opinion, however, that if this bureau should be transferred to the Department of Commerce and Labor a relationship could be established between it and the head of that department which would increase its efficiency and usefulness. The local duties of the Secretary of the Interior relating to various matters in the District of Columbia should unquestionably be turned over to the Commissioners of the District. I do not feel, however, that my brief period of office qualifies me to recommend a comprehensive reorganization of the Department of the Interior. What I have said above is chiefly intended as preliminary to the statement that the real function of the Department of the Interior has been, broadly speaking, the administration and disposition of the lands and natural resources held directly or in trust by the Nation. I believe that the Department will more effectively and economically carry on this tremendously important function if it is given all of the distinctively administrative duties relating to it.

PUBLIC LAND LAWS.

The general theory under which the Government has proceeded and is now proceeding is that the public domain should be utilized for actual settlement and development rather than as a source of .

revenue for the General Government. In my judgment this theory is entirely correct. The essential thing is to see that the theory is, in fact, carried into effect and that under the guise of settlement we do not permit mere exploitation which in the last analysis retards and prevents both settlement and development. While settlement and development afford and should afford ample opportunity for the profit of the individual settler and of all those who contribute to legitimate development, it is the conviction that exploitation under the guise of development has not been effectively prevented which has led to the great public movement for the conservation of our national resources. This movement is not in any way opposed to prompt and wise development of the public domain, nor to its immediate settlement by those who really intend in good faith to occupy and improve it and not merely to acquire it so that it may be turned over to the actual settler after an unnecessary profit has been paid to the middleman and the promoter.

There is undoubtedly a legitimate field for the resident or non-resident promoter of enterprises upon which the effective settlement of certain portions of the public domain practically depends. There is a legitimate field for the expenditure of capital in the development of the land and its contents. Indeed, the bona fide settler is dependent in many instances upon the services of the promoter and the money of the capitalist. In so far as this need is properly supplied the promoter and capitalist should be protected, but there is no disguising the fact that both promoter and capitalist frequently seek and secure advantages to which they are not justly entitled. Often their efforts not only do not tend to develop, but actually retard and prevent development. Large areas of the public land, great quantities of timber and of mineral deposits, extensive water powers, are eagerly sought after, not for the purpose of immediate utilization and development, but so that they may be held to await the aftergrowth of the country, to be then transferred to those who will actually utilize them after an unearned increment has been paid to those who acquired the property from the Government under insufficient laws or lax administration.

It is this sort of exploitation which should be frankly and absolutely prevented and which, if prevented, would enable us to remove many of the restrictive provisions which now irritate and hamper the bona fide settler and industrial pioneer. The man on the ground should be the object of our solicitude, and we should protect him against those who would place upon his shoulders any unnecessary burden. I believe that to this end we can profitably modify certain of the existing laws relating to the public domain. Take, for instance, our agricultural lands. The object of the law with respect to these is to ensure actual settlement. This can be accomplished only by

rigid insistence upon the requirement of actual residence upon the ground with only such exceptions as are required or justified by agricultural conditions which make town residence in close proximity to the tract cultivated appropriate. The system should be flexible enough to recognize the actual differences which in fact exist with respect to the different kinds of land and the different methods of cultivation. Land adapted to dry farming, land adapted to ordinary cultivation without irrigation, and land requiring irrigation each presents differences in method of cultivation and should admit of appropriate differences in the rules with regard to residence. The law should insist upon the cultivation of agricultural lands by the entryman, but should permit the application to such lands of rules and methods of treatment suited to their differing characteristics under the general administrative supervision of the Secretary of the Interior. In other words, the laws and the administrative regulations should be made to fit actual conditions as they exist, and they should be just as stringent in the prevention of nonresident exploitation as they are liberal in the encouragement of the bona fide settler.

Although substantially true of all homestead entries, this is especially true of irrigated lands under the Reclamation Service. The present law requires the man who desires to acquire a home on a Government reclamation project to reside upon the particular tract he enters for five years under the homestead law and to reclaim at least one-half of the irrigable area as well as to pay the full reclamation charge, which must be divided into not more than 10 annual installments. This law has been a perfectly natural outgrowth of the previous laws relating to the public domain, and it has worked marvelously well in spite of its disadvantages. It is now clear, however, that it contains certain serious disadvantages for which there is no longer any adequate excuse. What we desire is actual settlement. We should have no desire to impose any unnecessary hardships upon the actual settler. What has happened is that the law has failed to take into account the conditions under which the actual settler is required to work.

Irrigated lands, as a rule, are in their natural state but parts of the desert. They are usually covered with the growths which the desert produces. These must be cleared and the land graded and otherwise prepared for the application of water before any crops whatever can be raised. In many instances each tract must also be fenced, and where it is adapted for actual residence on the ground itself the home must be constructed, together with the necessary outbuildings and shelters for the agricultural implements and machinery essential to cultivation. All of this requires a considerable expenditure which is usually a heavy drain upon the resources of the settler. The land itself can seldom be made to produce any immediate revenue. If it

is fruit land, the trees must be planted and reach a certain growth before they will bear fruit. Subsidiary crops can often be raised, but frequently not with profit until after one or two years' preliminary cultivation. It is often essential to plant the land in alfalfa or other leguminous crops before it is suitable for the raising of grain, sugar beets, or other crops for which it is ultimately intended. All of this means that where the settler has not accumulated a considerable capital and is without other means of livelihood, the requirement of actual residence upon the land during the first two years after entry is a serious hardship and a real obstacle to settlement. Many men who would make admirable settlers and citizens of the Western States are prevented from acquiring the homes and the substantial livelihood which would otherwise be opened to them. I see no reason whatever for insisting upon the requirement of actual residence at the outset in such cases.

On the other hand, it would be subversive of the public interest if the residential requirement were reduced without strict insistence upon actual and progressive cultivation and improvement of the ground. The law should fasten its attention upon the real situation. It should absolutely insist upon cultivation and it should permit the relaxation of the rule requiring residence during the first two years. Actual residence, however, should be rigidly required for a sufficient period to make certain that the entryman was a real settler with the intention of making his home upon the land. I believe a residential requirement of three years following the first two after entry would protect the public interest, ensure the carrying out of the essential purpose of the law, and at the same time facilitate and encourage settlement and development. It would permit many men who sincerely desire to acquire homes for themselves to enter tracts of land, put them under cultivation, and build homes without depriving themselves of the means of livelihood during the period when the ground would not support their families. Clerks, mechanics, and small farmers, as well as many others, would be enabled to invest their accumulated savings in their future homes and to continue in their present employment while they were preparing these homes for future occupation. The requirement of progressive cultivation and three years' residence would be an effective obstacle to the mere exploitation of the public domain.

The repayment of the reclamation charges also requires some modification of the existing law. The theory of the law is entirely correct. It is that the Government has set aside the available revenue from the sale of public lands and has added to it certain other funds, all of which are, in effect, loaned to the future settlers on the public domain. The Reclamation Service is constituted a trustee for the Government and for the settlers. It invests the

public interest in the construction of irrigation works and improvements thereon, while the land is being settled and until the investment has been returned to the Government. It is invested in the irrigation of these lands and the development of other sections of the country. It is a public asset for public education, and nothing should be done to interfere with its efficient operation. At the same time no settler should be charged with any financial load until a little effort is possible. The law requires that it shall be repaid in annual installments not exceeding ten in number, and in such a small proportion, retaining the postponement of these charges under appropriate conditions when circumstances require it.

Installments are due in ten annual installments a year, provided the settler is successful in getting a patent earlier. However, these installments should not be paid until after the law does not require them to be repaid in advance. This permits the recognition of the actual conditions of water rights already granted and which call for an immediate payment of the water charges so that the installments repaid may be paid on the basis of settlement shall not be so large as those of many years when the ground has been made more productive and better able to pay the bill. The present postponing these charges to the water charges is now being put into practical effect in the Reclamation Service wherever possible and requires.

There is, however, a great need for the modification of the existing law in its present form to require the title of the property, subject to the law of the Government for the unpaid installments of the water charge, when the settler has complied with the conditions and requirements previously recommended and has paid a reasonable portion of the water charge. In other words, at any time after the payment of the title of entry and within the life thereof, when the settler has not any more upon the land continuously for three years and has paid a reasonable and progressive cultivation and has paid a reasonable portion of the total water charge, he should be given the title to his property, subject to an obligation for the payment of whatever part of the water charge remains unpaid. This will enable him to do what he is not now able to do, mortgage his property for the purpose of raising funds with which to continue its development, or to meet any unexpected obstacle to its profitable cultivation, or any unanticipated drain upon his financial resources.

In my judgment, the failure of the law to fit the facts in the respects already noted is largely responsible for a feeling sometimes existing on the part of the settlers on the Government irrigation projects that the human side of the problem has not been sufficiently appreciated by the Reclamation Service. Moreover, present meth-

ods of administration fail to differentiate properly between the engi-

neering and administrative phases of the reclamation work. The Reclamation Service is naturally and necessarily concerned chiefly with engineering, planning, and construction, and I can not speak too highly of the character and qualifications of the general force which has this important work in charge. Its success has been demonstrated in many ways. It has worked out new and untried problems under adverse conditions. The most convincing proof of its success is the widespread and growing demand for new Government projects all over the West. Everywhere the demand is that the Government shall undertake new projects or make extensive additions to old ones. In many places the promoters and settlers upon private irrigation projects are eager to have the Government take them over. The general prosperity of the projects already undertaken is apparent. Only 338 homesteads open to entry now remain unentered on the 29 projects thus far undertaken. With the amendments to the law which I have suggested, I believe that all of these projects will become prosperous and their settlers generally happy and contented. Those will fail who do not possess the essentials necessary for success, but such failures can never be prevented.

We should aid the unfortunate in every proper way, but merely sentimental laxity with the shiftless and incompetent can only work disaster to the public at large and to the individual settlers whose industry and ability entitle them to the substantial reward which awaits those who really reclaim the desert. What is needed is wise administrative ability in those who are put in charge of the reclamation projects after they are opened for entry. The Reclamation Service has long recognized this and has endeavored to fill the positions of irrigation manager in the various projects by the appointment of men of administrative rather than distinctly engineering ability. Nevertheless, after the project is opened for entry it is necessary for a considerable period of time to have the irrigation works operated by engineers so that latent defects may be discovered and remedied and the works fitted to the conditions of actual operation. One of the most serious phases of our entire reclamation work is the disposition of the surplus waters which now frequently damage or even ruin portions of the irrigated district through seepage. The problem thus presented is one calling for the very highest engineering skill, and I have directed the Reclamation Service to devote its principal energies to remedying the unfortunate conditions thus created. I mention it here chiefly to illustrate the necessity for continued engineering supervision of an irrigation district even after it is opened for entry. At the same time I am convinced that the creation of a separate administrative division within the Reclamation Service to take charge of the administrative features as distinguished from the engineering work will promote better relations between the

Government and the settlers than have heretofore existed and will add in many ways to the efficiency of the Reclamation Service.

One thing which should be immediately done, however, is to turn over to the Reclamation Service the collection of the payments due the Government for the water charges so that they may be handled immediately upon the projects themselves and the funds be transferred to their proper depositories. The present law requires these charges to be collected by the local land offices, which are often not sufficiently near or in touch with the reclamation projects to make effective cooperation possible. The result is delay and duplication of work and frequent misunderstandings between the project superintendent and the nearest land officials. It is a division of work and of responsibility for which there is no adequate justification, and, as both the Commissioner of the General Land Office and the Director of the Reclamation Service recommend that these collections be transferred as above suggested, I earnestly urge appropriate action by Congress.

The considerations above mentioned with respect to residence and cultivation of land entries under irrigation projects would apply with little less force to homestead entries in general, provided all of our public lands were classified and then administered or disposed of in accordance with their real character under the classification. Too much emphasis has heretofore been put upon the maintenance of nominal residence for the full five years and too little upon the continuous and progressive cultivation of the land. No land should be opened to homestead entry except that which is really suitable for homes and then the homemaker should be aided in every proper way. Agricultural land should not be classified as timber land simply because it has on it some trees of secondary importance; but one of the abuses of the homestead law has been the entry under it of land chiefly valuable for its timber. The purpose has not been agricultural settlement but timber exploitation. This should no longer be permitted. Where timber land will be valuable for agricultural uses after the timber is cut, the Government should dispose of the timber as timber and should open the land to homestead entry only after the timber has been removed. Where timber land will not be adapted for future agricultural uses, but can be reforested, it should be retained by the Government for this purpose. The fact that purchases must now be made in the Appalachian Mountains by the National Forest Reservation Commission shows how unwise it is for the Government to dispose of such lands to private individuals.

Public lands can now be withdrawn from entry for purposes of classification, but after they are classified they can not be appropriately administered in accordance with the classification. If the statutes can be altered to secure proper administration under the classification

principle, it would seem entirely safe and on the whole wise to relieve the homesteader of the requirement that he should live upon his homestead during the first two years after entry, provided during that period he shall cultivate a substantial and fixed proportion of his land and during the three following years shall increase this cultivation and maintain his actual residence upon the land. This system would aid the genuine homesteader and diminish the present abuses of the homestead law. It is sometimes urged that the homesteader should be permitted to secure his title after three years from the date of entry without other change in the present homestead law. This, however, would not properly meet the real situation as it would neither relieve the entryman of the obligation to reside on his land during the first two years after entry, nor would it ensure the actual progressive cultivation of a definite and substantial proportion of the ground. The commutation laws should be repealed. They have been largely utilized in obtaining valuable timber land under the guise of homestead entry.

Some practical and legal method should be found for definitely limiting the time within which such scrip as military bounties, soldiers' additional homesteads, etc., may be located and lands acquired thereunder. Few, if any, of the intended beneficiaries of this scrip now hold it or have received adequate consideration from those to whom they have sold. It adds greatly to the difficulties of administration and should be retired as soon as possible.

The timber and stone act should be immediately repealed, and also the act authorizing the cutting of timber on mineral lands. Those acts hold out a constant invitation to abuse and to mere exploitation of the kind I have described. The excuse for their continuance would be removed if the Secretary of the Interior were empowered to sell timber from the public lands outside of the national forests separate from the land on which the timber stands, and also to permit near-by settlers, prospectors, and miners to have use of small quantities of timber, either for a nominal charge or without any charge whatever under appropriate restrictions. It is the insistence upon keeping on the statute books such laws as the timber and stone act and those authorizing the cutting of timber on mineral lands which necessitates the adoption of restrictive legislation or administrative regulations that hamper real settlement and development. If we can frankly adopt and put into force laws which will absolutely prevent mere exploitation, we can far more safely enact liberal laws and regulations to encourage legitimate development.

The public range can not be properly administered under the existing law. It should be leased for grazing purposes under the broad administrative discretion of the Secretary of the Interior, so that the leases can be adapted to actual conditions and the legiti-

of divided jurisdiction. A very substantial increase of efficiency and economy would undoubtedly result from a rearrangement of these executive departments so that work of a related character could be administered by one department, and so that the mass of work itself could be more evenly distributed among the departments. The grouping of related subjects in a single department would undoubtedly materially reduce the work of some, without greatly increasing that of others. The present situation is the quite natural outgrowth of the manner in which the Department of the Interior was first created and the inconsistent duties which were then imposed upon it. The principal bureaus which were at first placed under it were the General Land Office, the Office of Indian Affairs, the Patent Office, and the Pension Office, but as new matters were undertaken by the General Government which did not logically fall under any of the other departments they were naturally assigned to the Department of the Interior, which became a sort of administrative "catchall" and has so continued, although partially relieved by the establishment of the Department of Agriculture and the Department of Commerce and Labor.

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PUBLIC LAND LAWS.

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revenue for the General Government. In my judgment this theory is entirely correct. The essential thing is to see that the theory is, in fact, carried into effect and that under the guise of settlement we do not permit mere exploitation which in the last analysis retards and prevents both settlement and development. While settlement and development afford and should afford ample opportunity for the profit of the individual settler and of all those who contribute to legitimate development, it is the conviction that exploitation under the guise of development has not been effectively prevented which has led to the great public movement for the conservation of our national resources. This movement is not in any way opposed to prompt and wise development of the public domain, nor to its immediate settlement by those who really intend in good faith to occupy and improve it and not merely to acquire it so that it may be turned over to the actual settler after an unnecessary profit has been paid to the middleman and the promoter.

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rigid insistence upon the requirement of actual residence upon the ground with only such exceptions as are required or justified by agricultural conditions which make town residence in close proximity to the tract cultivated appropriate. The system should be flexible enough to recognize the actual differences which in fact exist with respect to the different kinds of land and the different methods of cultivation. Land adapted to dry farming, land adapted to ordinary cultivation without irrigation, and land requiring irrigation each presents differences in method of cultivation and should admit of appropriate differences in the rules with regard to residence. The law should insist upon the cultivation of agricultural lands by the entryman, but should permit the application to such lands of rules and methods of treatment suited to their differing characteristics under the general administrative supervision of the Secretary of the Interior. In other words, the laws and the administrative regulations should be made to fit actual conditions as they exist, and they should be just as stringent in the prevention of nonresident exploitation as they are liberal in the encouragement of the bona fide settler.

Although substantially true of all homestead entries, this is especially true of irrigated lands under the Reclamation Service. The present law requires the man who desires to acquire a home on a Government reclamation project to reside upon the particular tract he enters for five years under the homestead law and to reclaim at least one-half of the irrigable area as well as to pay the full reclamation charge, which must be divided into not more than 10 annual installments. This law has been a perfectly natural outgrowth of the previous laws relating to the public domain, and it has worked marvelously well in spite of its disadvantages. It is now clear, however, that it contains certain serious disadvantages for which there is no longer any adequate excuse. What we desire is actual settlement. We should have no desire to impose any unnecessary hardships upon the actual settler. What has happened is that the law has failed to take into account the conditions under which the actual settler is required to work.

Irrigated lands, as a rule, are in their natural state but parts of the desert. They are usually covered with the growths which the desert produces. These must be cleared and the land graded and otherwise prepared for the application of water before any crops whatever can be raised. In many instances each tract must also be fenced, and where it is adapted for actual residence on the ground itself the home must be constructed, together with the necessary outbuildings and shelters for the agricultural implements and machinery essential to cultivation. All of this requires a considerable expenditure which is usually a heavy drain upon the resources of the settler. The land itself can seldom be made to produce any immediate revenue. If it

is fruit land, the trees must be planted and reach a certain growth before they will bear fruit. Subsidiary crops can often be raised, but frequently not with profit until after one or two years' preliminary cultivation. It is often essential to plant the land in alfalfa or other leguminous crops before it is suitable for the raising of grain, sugar beets, or other crops for which it is ultimately intended. All of this means that where the settler has not accumulated a considerable capital and is without other means of livelihood, the requirement of actual residence upon the land during the first two years after entry is a serious hardship and a real obstacle to settlement. Many men who would make admirable settlers and citizens of the Western States are prevented from acquiring the homes and the substantial livelihood which would otherwise be opened to them. I see no reason whatever for insisting upon the requirement of actual residence at the outset in such cases.

On the other hand, it would be subversive of the public interest if the residential requirement were reduced without strict insistence upon actual and progressive cultivation and improvement of the ground. The law should fasten its attention upon the real situation. It should absolutely insist upon cultivation and it should permit the relaxation of the rule requiring residence during the first two years. Actual residence, however, should be rigidly required for a sufficient period to make certain that the entryman was a real settler with the intention of making his home upon the land. I believe a residential requirement of three years following the first two after entry would protect the public interest, ensure the carrying out of the essential purpose of the law, and at the same time facilitate and encourage settlement and development. It would permit many men who sincerely desire to acquire homes for themselves to enter tracts of land, put them under cultivation, and build homes without depriving themselves of the means of livelihood during the period when the ground would not support their families. Clerks, mechanics, and small farmers, as well as many others, would be enabled to invest their accumulated savings in their future homes and to continue in their present employment while they were preparing these homes for future occupation. The requirement of progressive cultivation and three years' residence would be an effective obstacle to the mere exploitation of the public domain.

The repayment of the reclamation charges also requires some modification of the existing law. The theory of the law is entirely correct. It is that the Government has set aside the available revenue from the sale of public lands and has added to it certain other funds, all of which are, in effect, loaned to the future settlers on the public domain. The Reclamation Service is constituted a trustee for the Government and for the settlers. It invests the

per cent of the total in the country where the forests are and in part to the Federal Treasury as a partial offset to the expense of maintaining the national forest. It is substantially true to say that the water-power revenue is expended in the mountains where the power is developed. Should this benefit be taken entirely from the mountain communities and bestowed upon the cities in the form of houses of the lower? The conflict between the interests of the producing and consuming communities is destined to increase as better knowledge and improved apparatus give a longer and longer radius of high-tension electric transmission.

But even if the interests of the producing and consuming communities were identical, a reduction or abolition of water-power rentals would not be a general true result in lower prices for electric energy. This is true of the fact that electricity is generated not only by water power but also and still more extensively by steam power. There are very few communities where water power is, even approximately, the sole generating agent. The trouble can not be a practical matter, for one price for electricity generated by water power and another price for the same quality for the same commodity generated by steam. There are where steam-generated energy can not supply the whole demand and must give a price and income advantage to an additional source of energy for the purpose of consumers. Why should it be generally the water power generating agent and therefore the price of electricity generated by water power is, in any locality, necessarily lower than that of steam and the price of electricity generated by steam is lower than that generated by water power? These two prices are not equal and must remain those two prices so long as the water power and steam power must be that they are not equal. If the water power and steam power should both be equal, then the water power should point could be equal to steam power. This is not the case. It is generally well above a factor of two or three times as much as steam power. The difference goes to the benefit of the water power and is retained for the benefit of the water power and is not the public treasury and is not the benefit of the people.

The question of the water power and the water power question can be stated in the interests of the State and of the Nation have been the same, and has been the same. The Federal Government is not bound by any of its constitutional powers. There are no powers in the Constitution which are essential to the protection of the public interest. At the same time it should not interfere with the state or local control except as the public interest may demand. Permission for the development of water power on navigable streams and from non-navigable streams on the public domain should be granted by the Federal Government only on the payment to it of rentals which should be readjusted at periodic intervals of no longer than a decade under general provisions which will

protect the interests of the investor and of the public. This compensation should always be reasonable and should generally be small in the case of new and experimental enterprises. As a general principle, the revenues derived in this way should be devoted to waterway improvement, with special care for the river system and watershed of the stream from which the revenues are derived. It is increasingly clear that proper development and protection of stream flow for all purposes, including those of navigation, domestic use, irrigation, and power require that the stream and its branches from source to mouth should be regarded as essentially a unit. This, indeed, is one of the reasons why the Federal Government is the most appropriate agency, if not the only available agency, for the comprehensive development of our waterways. Logically, the revenues derived from water power may belong to the Nation for its general use, but it would seem that national and local interests can best be reconciled by devoting these revenues to local improvements so far as such improvements are necessary or wise. Such a use removes one of the principal objections to Federal control.

The water-power permits issued by the Federal Government should also expressly provide that the permittee, by the acceptance of the grant, agrees to comply with such reasonable regulations of his rates and service as may be prescribed by the State or the appropriate State agency delegated for this purpose. Such a provision as this may technically not be necessary in many cases, as the use of water power for local public utilities usually requires State or local consent to the occupation of public streets and highways for its effective distribution, which gives a basis for local regulation, but the insertion of this provision in the Federal permit will remove any possible doubt. It should be so worded as to indicate that the Federal Government, without parting with any power it may possess in this regard, has adopted the general policy of delegating the function of regulation in all cases not interstate in character to the State and local authorities so long as these authorities protect the public interest. Such a system as I have suggested will result in a certain degree of automatic control of water-power permits in the public interest, for when the period of readjustment of the compensation arrives the Federal Government will naturally inquire into the condition of the grant, and if the grantee has been furnishing good service at reasonable rates and making only reasonable profits there will, ordinarily, be no occasion for increasing the compensation. If, on the other hand, for any reason whatever the local authorities have been lax and the grantee has been permitted to make an unconscionable profit, the Federal Government can increase its compensation and secure for the public in this way its proper share. In the exercise of this right, as in all of the terms of the grant, the interests of the grantee should

in order to insure protection, he should be treated with liberality, and the same should be done with the promotion of the highest grade of men to the office. At various points, however, it has to be borne in mind that there is a difference between the two. It is a highly honorable position, and it is to be hoped that the Government will be able to pass the necessary legislation.

REORGANIZATION OF GENERAL LAND OFFICE

There is a pressing need for some fundamental reorganization of the General Land Office. The mass of administrative work which the office is called upon to handle requires the very highest grade of efficiency in organization and personnel. The present system fails to take into consideration either the quantity of the work or the importance of the interests intrusted to its employees. This is especially true in the higher grades of the service, which now are largely entrusted to men requiring the highest degree of technical skill and personal integrity. Also are paid comparatively small clerical salaries for men performing property interests of immense value and also matters of smaller financial importance but of the most serious consequence to individual claimants. These salaries should be increased so that they will at least approximate proper compensation for the character of work required. There is also another fundamental item which should be given immediate attention. The jurisdiction of the public domain for actual settlement and also matters of property but necessarily an administrative function, should not be transferred to the courts for adjudication upon matters which are purely administrative.

Questions of law and questions of policy connected therewith must remain in the hands of the administrative force. At the same time in the interest of fair dealing toward the individual claimants their claims should not be finally passed upon solely by those who investigate and report upon charges of fraud or noncompliance with the statutes. To prevent this the General Land Office has sought to differentiate between the executive and the quasi-judicial functions which it exercises. This effort would be aided by sufficient appropriations to justify an increase of the membership and the pay of the Board of Law Review so that that board can be given the dignity and ability of a distinctively quasi-judicial tribunal with the jurisdiction and duty to determine the legal questions and issues of fact involved in contested claims under the administrative supervision of the Commissioner of the General Land Office. The right of appeal to the Secretary of the Interior should remain as at present, but the appropriations for the Office of the Assistant Attorney General for the Department should be increased to provide for a greater number

of specially qualified assistants to be assigned to these appeals and to original quasi-judicial proceedings before the Secretary. There should, of course, be preserved the existing right of recourse to the courts to obtain their construction of the law in cases where the issue involved is purely one of law and not of fact. If the quasi-judicial force of the Department and of the General Land Office is strengthened as suggested, I am sure that the conflicting interests of the claimants and of the Government will be more carefully and correctly considered and decided than is now possible. The business of the Department will be expedited and all those who have contested claims before the Department for adjudication will be better satisfied.

BUREAU OF NATIONAL PARKS.

There are twelve national parks, embracing over 4,500,000 acres, which have been set apart from time to time by Congress for the recreation of the people of the Nation. While public interest in, and use of, these reservations is steadily increasing, as shown by the growing number of visitors, adequate provision has not been made for their efficient administration and sufficient appropriations have not been made for their proper care and development. At present, each of these parks is a separate and distinct unit for administrative purposes. The only general supervision which is possible is that obtained by referring matters relating to the national parks to the same officials in the office of the Secretary of the Interior. Separate appropriations are made for each park and the employment of a common supervising and directing force is impossible. Many of the problems in park management are the same throughout all of the national parks and a great gain would be obtained and substantial economies could be effected if the national parks and reservations were grouped together under a single administrative bureau. Bills to create a bureau of national parks have heretofore been introduced in Congress, and in my judgment they should immediately receive careful consideration so that proper legislation for this purpose may be enacted. Adequate appropriation should also be made for the development of these pleasure grounds of the people, especially through the construction of roads and trails, and their proper care and maintenance. In several of the national parks there are large private holdings which should be acquired by the Government.

RETIREMENT.

I earnestly recommend the enactment of legislation authorizing the retirement of employees who, after long and faithful service, are disabled by age or infirmity from the efficient performance of their duties. The civil servants of the Government, like those in the military and naval service, are debarred from the chance of large

gains, the hope of which is a constant stimulus to men in private business. Moreover, those of technical or superior administrative ability are and must continue to be paid smaller salaries than they would command in private employment. It is therefore impossible for them to acquire financial independence or make due provision for old age, either by way of profits or by way of savings from their salaries. Considerations of humanity and justice might well be urged against the dismissal of employees who have given the years of their strength to faithful and efficient public service and against their assignment to the lower grades of menial or clerical duties as an alternative to dismissal. But I prefer to put the matter on other and more selfish grounds. The Government simply can not afford not to retire these employees with due and honorable provision for their old age, and this for two reasons.

In the first place, many able and energetic men serve the Government at salaries far below the commercial standard for like services. They choose to do so because the public service satisfies their best and highest ideals of personal integrity and professional achievement. Such men are continually forced out of the service by the necessity of making due provision for themselves and their families before old age comes upon them. If the Government would insure them against this peril it could continue to employ them at salaries far less than a private corporation would be compelled to pay. Every consideration of economy and sound business policy requires that their services should be retained on terms so favorable to the Government. The loss, taken in the mass, is irreparable, for the system operates as a survival of the unfittest by continually drawing off the more energetic and abler men, leaving a larger and larger proportion of the inefficient in the public service. In the second place, the Government is paying much if not most of the cost of a proper retirement system through the inevitable relative inefficiency of the present plan. Not only are superannuated employees dropped to and retained in the lower grades because of sympathy yielding to personal or political pressure, but in the higher grades, from which the rank and file of the service inevitably derives its spirit and tone, there is a tendency to retain men who have lost the alertness and enthusiasm essential to the highest efficiency of their own work, and still more essential for inspiring in and requiring of their subordinates such alertness and enthusiasm. Not only do they thus fail to make the positive contribution to the general efficiency of the service which is due from men in their position, but they have a negative effect in the same direction by blocking the avenues of promotion and legitimate ambition. The men below them not only fail to receive the proper stimulus of precept and example, but are at the same time deprived of the hope of promotion which ought to be the reward of efficient service.

This condition is now becoming apparent. It has been delayed by the fact that the widespread application of the principle of permanency in the public service goes back less than one generation, and by the further fact that the industrial and social problems of recent years have forced the Government into new fields of activity and thus compelled the organization of new bureaus and departments. These new administrative units have been largely recruited from young men who are still in the prime of life. Many of the older bureaus and departments have from similar causes largely increased their personnel, recruiting them chiefly from young men. This sudden expansion of governmental activity has postponed and mitigated the worst evils inherent in the present system; but sudden expansion can not continue indefinitely. We must face and provide for normal conditions of growth. Under such conditions general efficiency in the public service is impossible without due provision for the retirement of aged employees. This is attested by the experience and practice of foreign governments, which have long had a permanent civil service, and by that of large railroad and commercial corporations in our own country.

LOWER COLORADO RIVER.

On June 25, 1910, in a special message you invited the attention of Congress to the situation along the lower Colorado River as then understood. Conditions appeared to be such that unless prompt and vigorous steps were taken a very large loss in land values to the people of the Imperial Valley would result. The suggestion was made that a suitable sum be placed at your disposal to meet this emergency. By resolution approved June 25, 1910, Congress appropriated \$1,000,000 for the purpose of protecting the lives and property interests of the citizens in the Imperial Valley. To the Secretary of the Interior was delegated the supervision of the work. A detailed investigation of the physical conditions on the ground was made by a member of the Mississippi River Commission, who was subsequently employed to supervise the work. The preliminary report submitted by him, after thorough consideration, was approved and immediate steps taken looking to the actual construction of the project in accordance with the approved plans which it was believed would result in returning the Colorado River to its old channel. Delays in the completion of the necessary arrangements with the Government of Mexico were encountered, and a successful consummation of the project was imperiled by the rapidly approaching flood season, which rendered the work hazardous. The situation was further complicated by the disturbed political conditions in Mexico, as the result of which labor conditions on the project were greatly demoralized.

After determined efforts the break at Abejas River was successfully closed and levees on the west bank of the Colorado for a considerable distance north and south of the Abejas were constructed. The early summer floods again broke through at the Abejas, jeopardized the permanency of the work and ultimately resulted in considerable damage to the levees. The essential part of the damaged portions is readily susceptible of repair during the present low-water season, and such repair is believed to be vital to the interests of the people of Imperial Valley. This work is now being done.

By your direction I convened a board of persons interested in and familiar with conditions along the Colorado River to make a careful study of the work accomplished and to suggest plans for future operations. The board recommends that the work be continued along certain lines and is of the opinion that to meet the present emergencies the sum of at least \$1,000,000 should be provided. The systematic treatment of the river is a problem to be worked out in connection with the Government of Mexico, and the board suggests the creation of an International Colorado River Commission, to be composed of Mexican and American engineers, with ample authority to investigate and report to their respective Governments a basis for the final adjustment of all questions affecting the use and control of the waters of the Colorado. I heartily concur in this recommendation. The problem is one of great magnitude and moment. The interests of the Government of the United States are such as, in my opinion, justify the early consideration of the entire subject by Congress.

Any provision for future operations along the Colorado River which Congress may see fit to make should authorize the expenditure of any portion of such fund within the limits of the Republic of Mexico in accordance with agreements heretofore or hereafter made with that Government.

I have heretofore transmitted to you for submission to Congress the following documents bearing on this matter:

- (1) Report of J. A. Ockerson of May 20, 1911.
- (2) Copy of letter of Secretary of Interior, dated June 1, creating board.
- (3) Report of board, dated June 7, 1911.
- (4) Statement of physical and related facts accompanying report of June 7, 1911.

NEW BUILDING NEEDED FOR PATENT OFFICE AND DEPARTMENTAL RECORDS.

I call special attention to the congested condition of the buildings occupied by this Department and to the necessarily decreased efficiency of the clerical force because of overcrowding. Three of the

bureaus of this Department—the Geological Survey, the Bureau of Mines, and the Reclamation Service—are located in rented quarters at an annual combined rental of \$52,800. Good administration would seem to indicate that provision should be made for these bureaus to be housed in Government-owned buildings. The Pension Office and the Office of Indian Affairs in the Pension Office Building, the General Land Office and the Bureau of Education in the old Post Office Department building, and the Office of the Secretary and the Patent Office in the Patent Office Building are located in Government-owned buildings.

Each of the above branches of this Department has accumulated and is constantly accumulating records of priceless value to the Government. In some, notably the Geological Survey, the Patent Office, the Office of the Secretary, the General Land Office, and the Office of Indian Affairs, these records have accumulated to such an extent that it is beginning to be a grave question how to provide for future accumulations, and those now existing are crowded in every available space—in corridors, attics, workrooms, basements, and sub-basements—constantly exposed to accumulating dust, dampness, and improper handling, to say nothing of the ever-existent grave danger from fire and consequent total destruction. There should be provided at the earliest practicable date a properly constructed fireproof central filing place for the records of this Department or a hall of records for the departmental service in the District of Columbia generally.

The most congested condition with respect to the clerical force occurs in what is known as the Patent Office Building, housing the Patent Office and the Office of the Secretary. This Department was organized and created by the act of March 3, 1849 (9 Stat., 395), and among the bureaus transferred to it under the organic act was the Patent Office. From the time of the Department's organization until 1853 the Department proper (that is, the Office of the Secretary, comprising the Secretary and his staff of assistants and clerical force, which now includes the Office of the Assistant Attorney General for the Interior Department) occupied rooms in a building rented by the Treasury Department. These quarters appear to have been unsuitable and inadequate, and the Secretary of the Interior in his annual report for 1851 (p. 34, H. R. Ex. Doc. No. 1, 31st Cong., 2d sess.) formally announced to the President and Congress his intention, as soon as the other wing of the Patent Office was completed, to transfer to it the Department proper and the different offices thereto attached, which proposition appears to have received congressional sanction. The total floor space of the Patent Office Building is 148,014 square feet, of which 114,060 square feet are assigned to the use of the Patent Office, embracing 934 employees, and of which

33,954 square feet are assigned to the use of the Office of the Secretary (including the Office of the Assistant Attorney General), embracing 266 employees.

When the Patent Office Building was erected it was evidently believed that provision was being made for the growth in volume of business and clerical force of the Patent Office, beyond any possibility of future overcrowding. The fourth story of this building was architecturally designed to provide an exhibition place for all the models which should accumulate, together with the scientific library. Before 1893 it became necessary to remove the patent models from the building and devote this space to clerical purposes. Wooden partitions have been erected in almost the entire space therefore devoted to exhibition purposes, thereby cutting the space up into small rooms, poorly ventilated, badly lighted, and overcrowded with records, which space has been assigned to the use of various divisions of the Patent Office. The scientific library, which is on that floor, is so limited architecturally that it has become overcrowded, and it is almost impossible to provide the proper ventilation and to light it satisfactorily. In this space, under these conditions, it is necessary to provide accommodation for attorneys who from day to day are obliged to examine the records of patents issued or pending. Every effort has been made to prevent the accumulation of dust by the vacuum process of cleaning, but under existing conditions the practical results have been most unsatisfactory. Every available foot of space for clerical assistance and the filing of records in the Patent Office has been occupied by them, and I am convinced that the Department is now face to face with the proposition of renting outside quarters for the accommodation of the constantly expanding activities of the Patent Office.

The Patent Office throughout its existence has been self-sustaining, and according to the accounts kept by it has turned into the Treasury a total surplus of approximately \$9,000,000. Attention is invited to the report of Secretary Garfield for the fiscal year ended June 30, 1907, at page 33; to the report of Secretary Ballinger for the fiscal year ended June 30, 1909, at page 33; and also to Secretary Ballinger's report for the fiscal year ended June 30, 1910, at page 49. Senate document 543, Sixty-first Congress, second session, shows an effort made to obtain relief for this situation by securing an appropriation of \$220,000 for the erection of an addition to the Patent Office Building. This effort failed, and a renewal of the estimate has been submitted with the estimates for the fiscal year ending June 30, 1913 (Book of Estimates, p. 350). Even though the Office of the Secretary were removed from the Patent Office Building and provided with quarters elsewhere, it would be but a short time until the same condition would again exist, because the overcrowding now

existing in the Patent Office, in relieving itself, would extend practically over the entire area now occupied by the Office of the Secretary.

I can not too strongly urge the grave necessity now present that steps be immediately taken to provide a new, modern, properly equipped building for the use of the Patent Office, constructed upon lines which will suffice for its future needs and growth and be a monument to the inventive genius of the American people. The space provided in such a building for future growth might be used for the priceless records of the other bureaus of the Department of the Interior until other fireproof buildings or a hall of records is provided.

OFFICE OF ASSISTANT ATTORNEY GENERAL.

The following table in some degree illustrates the volume of work disposed of by this office in the year ended October 1, 1911:

Work of office of Assistant Attorney General.

	Public lands.		Indian.	Pension.	General opinions.	Disbarment.	Miscellaneous.	Total.
	Appeals.	On review.						
Pending Oct. 1, 1910..	153	39	45	¹ 536	2	3	73	851
Received to Oct. 1, 1911.....	3,142	532	9,922	514	254	12	2,251	16,627
Total.....	3,295	571	9,967	1,050	256	15	2,324	17,478
Disposed of Oct. 1, 1910, to Oct. 1, 1911.	2,015	470	9,929	² 597	238	12	2,151	15,412
Pending Oct. 1 1911.....	1,280	101	38	453	18	3	173	2,066

¹ July 1, 1911. The work formerly done by the Board of Pension Appeals was transferred to this office July 1, 1911.

² Since July 1, 1911.

Prior to the abolishment of the division system in the office of the Secretary in April, 1907, the office of the Assistant Attorney General was charged with the adjudication of appeals from the General Land Office and the preparation of opinions on miscellaneous questions of law. Little by little the scope of its work has been increased until it has included Indian, pension, reclamation, and other matters. In the six months prior to April 1, 1907, 1,163 matters were disposed of—an average of 269 a month. In contrast, an average of 1,285 a month marks the work done during the year ended October 1, 1911. The office was called upon to consider 17,478 matters during that period and disposed of 15,412. During the corresponding period in 1909 to 1910, 14,399 matters came before the office for consideration, and 14,084 were disposed of—an average of 1,174 a month.

Aside from these matters, and not recorded in the above table, there is handled in this office a large amount of correspondence between this

Department and individuals and between this Department and other executive departments of the Government, particularly with the Department of Justice, in relation to litigation; also the examination of bills pending in Congress and the preparation of reports thereon. Suits in the local courts against the Department are defended by the Assistant Attorney General for this Department. In the year ended June 30, 1911, 24 cases were disposed of in the Supreme Court of the District, in which the Department was successful in all but one, and this has been reversed on appeal to the court of appeals. In the latter court the Department submitted and was successful in 12 cases during the year. In addition to this there were many interlocutory proceedings.

Notwithstanding the great volume of work thus presented to this office for consideration and action, the disposal thereof has proceeded with great care and such dispatch as its importance and difficulties and the number of the force permitted.

GENERAL LAND OFFICE.

The work in the General Land Office during the past year has been energetically pushed. The majority of the most important lines of work in the office are up to date.

There has been no relaxation in the work of the prosecution of frauds against the United States and the attempted unlawful acquisition of lands.

The closer scrutiny paid to applications under the "Carey Act" has demanded the devotion of a larger amount of time on the part of the field force to this work. Not only is an examination made of the land sought to be segregated, but the question of sufficiency of water and practicability of the proposed scheme is looked into.

Every care, by examination in the field, is also being taken that no mineral lands are lost to the United States under school land, railroad, or other grants, providing for the acquisition of agricultural lands only.

There has been a close cooperation between the work of the field force of the General Land Office and the work of the Geological Survey in the classification of lands.

The investigation of coal claims in Alaska is proceeding as rapidly as possible. A decision has been rendered in the so-called "Cunningham" cases, holding the entries for cancellation. Hearing has been had in one other group, and examination made on the ground in a large majority of the cases, to see whether or not a mine or mines have been opened in accordance with the provisions of law.

The total number of locations in Alaska coal claims is given as 1,125; the number of applications for patent, 521; number of notices of charges served, 172; number of answers to charges filed, 125; num-

ber of expiration notices served, 566; number of answers to expiration notices filed, 90; number of entries yet to be investigated as to good faith, 262.

Up to July, 1911, indictments returned in Alaskan criminal proceedings, affecting coal lands, covered 641 claims out of a total of 1,125 coal claims.

The vexed question of adjustment and adjudication of claims in the Imperial Valley, California, has proceeded very satisfactorily. This matter, which has been pending for so many years, has been virtually settled.

The total cash receipts from the sale of public lands, including fees and commissions on both original and final entries, for the fiscal year 1911, were \$7,245,207.69. Miscellaneous receipts were as follows: From sales of Indian lands, \$2,822,600.71; reclamation water-right charges, \$892,414.29; sales of timber in Alaska, depredations on public lands, sales of Government property, and copies of records and plats, \$129,704.91, making the aggregate total of cash receipts of the General Land Office for the fiscal year 1911, \$11,089,927.60, a decrease of \$373,996.46 from the preceding fiscal year.

The total expenses of district land offices and salaries and commissions of registers and receivers, incidental expenses, and expenses of depositing public moneys during the fiscal year ended June 30, 1911, were \$870,242, a decrease of \$3,395.33. The aggregate expenditures and estimated liabilities of the public-land service, including expenses of district land offices and surveys, were \$3,195,759.38.

The total area of public and Indian land originally entered during the fiscal year 1911 is 17,639,099.54 acres, a decrease of 8,752,169.55 acres as compared with the area entered during the fiscal year 1910.

The area patented during the fiscal year 1911 is 12,272,495 acres, an increase of 1,289,345 acres as compared with the fiscal year 1910.

The number of patents issued during the fiscal year 1911 were 72,189, as against 72,080 for 1910.

During the past year there were approximately 215,300 acres of agricultural lands in national forests opened to settlement and entry in accordance with the provisions of the act of June 11, 1906 (34 Stat., 233).

COMMISSIONER'S RECOMMENDATIONS.

The Commissioner of the General Land Office, in his annual report, recommends legislation providing for some changes in the administration of his office, and other matters of various kinds. Some of them have been discussed hereinbefore in this report. He makes a number of recommendations which should be given careful consideration. Special attention is called to the following:

(a) The abolishment of the office of receiver in the local land offices, and the substitution of a civil-service employee, drawing an

adequate but smaller salary than that allowed under existing statute to the receiver: it is believed that a saving of about \$150,000 per annum could thus be effected, and that better results would be obtained.

(b) The enactment of legislation authorizing the taking of proofs on the land. In this way the interests of both the settler and the Government would be better subserved and more expedition attained.

(c) An act making false swearing in relation to the character of the land of which entry is sought, or concerning the legal qualifications of the would-be entryman, an offense punishable by fine or imprisonment, or both.

(d) An act empowering registers and receivers to require a witness in a pending case to bring with him and produce papers, books, and documents in his possession which constitute material and important evidence.

(e) The renewal of the appropriation of \$3,000 made by act of June 25, 1910 (36 Stat., 797), providing for the preparation and publication of the revised edition of the "Manual of Surveying Instructions."

(f) Legislation providing for the punishment of unscrupulous and incompetent professional locators by fine or imprisonment, or both.

(g) An amendment of the act of January 31, 1903 (32 Stat., 790), so as to provide for uniform fees chargeable by officers before whom depositions provided for in said act are submitted.

(h) The amendment of section 26 of the act of June 6, 1900 (31 Stat., 321), so as to subject mining claims to the easement of a public roadway, 60 feet wide, along and parallel to the shore line of navigable waters in Alaska, such as is now provided in section 10 of the act of May 14, 1898 (30 Stat., 409), entitled "An act extending the homestead laws and providing for right of way for railroads in the District of Alaska, and for other purposes."

PUBLIC SURVEYS.

The first year's work under the direct system of surveys has been very successful. It is estimated that, in a survey of approximately 30,000 miles, the saving to the Government by the direct system, as compared with the contract system, will be about \$5 a mile, or in the neighborhood of \$150,000. In addition there is a saving of from one to two years in time in the final approval of the surveys performed.

TEXAS-NEW MEXICO BOUNDARY.

The so-called "Clark" boundary line between Texas and New Mexico has been retraced and monumented in accordance with the provisions of the resolution passed by Congress February 16, 1911 (36 Stat., 1455). The work was done economically and efficiently.

CAREY ACT.

The records of the Land Office show that there is an increasing demand for segregation lists under the Carey Act. During the last fiscal year there were examined in the neighborhood of 1,650,000 acres of selections by the various States to which the Carey Act applies. There have already been withdrawn under the act of March 15, 1910 (36 Stat., 237), for Carey Act exploration and survey, 3,500,000 acres.

STATE AND TERRITORIAL GRANTS.

During the past fiscal year there were approved to States and Territories an area of 316,572.44 acres, of which 299,123.17 acres were school-land selections.

RAILROAD GRANTS.

During the year 1911 there were patented on account of railroad and wagon-road grants an area of 1,152,827.77 acres.

CHIPPEWA LOGGING, MINNESOTA.

During the past fiscal year there were logged under contracts on ceded Chippewa lands 80,005,150 feet of timber, of the value of \$572,830.73, as compared with 88,503,880 feet of timber, valued at \$553,005.42, during the year 1910.

SALES OF CHIPPEWA PINE TIMBER.

On September 15, 1910, a sale of pine timber was held at Cass Lake, Minnesota, at which there was sold timber estimated to contain 51,310,000 feet of white pine and 263,475,000 feet of Norway pine, the total amount of the accepted bids being \$2,709,330.04, an average price of \$8.59 per thousand feet. This was the largest sale of Chippewa timber yet held. All of the unsold pine timber on ceded Chippewa lands was offered for sale at Cass Lake, Minnesota, on October 21, 1911. The price paid for timber on ceded Chippewa lands sold at the different sales is \$5,933,242.41.

GEOLOGICAL SURVEY.

The scientific investigations of the Survey have been continued along lines similar to those followed in other years and the usual number of contributions have been made to the knowledge of geology and related subjects. The appropriations for the work of the United States Geological Survey for the fiscal year 1910-11 aggregated \$1,477,440.

Classification of public lands.—Among the special features of the year's activities the work in the public-land States should be given first place.

The field investigations and examinations have been more extensive and more detailed, and reports covering a wider range of subjects have been prepared and submitted to the Secretary's Office and to the General Land Office and the Office of Indian Affairs. The Geological Survey is called on for reports covering lands listed for patent and lands which it is proposed to eliminate from the Indian or forest reservations and throw open for settlement, in order that their mineral or nonmineral character or adaptability for power or irrigation purposes may be determined. All Carey Act lists are submitted to the survey for a statement as to the sufficiency of the water supply and the adequacy of the proposed plan of irrigation before the lists are approved for segregation.

Coal lands have been classified during the year at an increased rate. The area appraised as coal land during the fiscal year 1910-11 exceeded that so appraised in the preceding year by 3,000,000 acres; and the area classified as noncoal land during 1910-11 is 2,386,444 acres greater than that so classified in 1909-10. On the other hand, the average price fixed per acre and the total appraised value are notably less for the last year than for the preceding year. The difference is due to the large acreage of lignite and low-grade sub-bituminous coals in eastern Montana and Wyoming appraised at the minimum value fixed by law.

Two great withdrawals of land for determination of its coal character were made during the year—one in the Dakotas and one in Idaho. The restorations have, during the past fiscal year, been more than offset by the withdrawal of areas indicated as coal bearing by new information or by a study of data already at hand. However, in Colorado, Montana, and Wyoming, where the field work was concentrated during the season of 1910, the restorations far outbalance the withdrawals. It is probable that the withdrawn area has reached its maximum this year and will steadily decrease hereafter.

During the year 630,604 acres in California and Wyoming were withdrawn from entry to be examined for oil, and 1,232,719 acres in the same States, shown by field examination to be non-oil lands, were restored, making the withdrawals for oil outstanding June 30, 1911, 3,970,429 acres in eight States and Territories. In addition all oil lands in Alaska, comprising an unknown area, were withdrawn during the year.

In the early part of the fiscal year the outstanding withdrawals of phosphate land made by the Secretary of the Interior were ratified by the President under the act of June 23, 1910. A deposit of phosphate rock in southwestern Montana, similar in character to the deposits of Utah, Idaho, and Wyoming, and at the same geologic horizon, was discovered by the survey. This discovery is important

not only because of the quantity of phosphate found, but because it indicates the possibility that the deposits of phosphate rock are distributed over a much wider territory than had formerly been supposed. The area withdrawn as a result of this discovery comprises 33,950 acres, which, with withdrawals in Florida and Utah, make a total of 65,589 acres withdrawn during the year. Field examinations in Idaho resulted in the restoration of 149,929 acres, leaving in phosphate withdrawals June 30, 1911, a total of 2,399,416 acres.

The completion of the classification of lands within the Northern Pacific Railroad grant in Montana and Idaho provided for in the sundry civil act of June 25, 1910, was made by the Survey. Work of the year resulted in the classification of 288,465 acres.

The work of classifying the public lands with relation to their value for water-power development has followed the general plan pursued in previous years. On July 2, 1910, the earlier withdrawals, amounting to 1,454,499 acres, were ratified and continued by the President. As a result of field investigations, 143,555 acres included in withdrawals were determined to be without value for power purposes and were restored to the public domain and 204,460 acres were included in new withdrawals, the total area withdrawn at the close of the fiscal year amounting to 1,515,423 acres.

Eight hundred and fifty-one applications for right of way across the public lands for railroads, canals, ditches, and reservoirs for irrigation, mining, and municipal supply and power development have been passed on by the Survey.

Thirty-one segregation lists prepared under the Carey Act have been referred during the year to the Survey for report. The projects represented by eight of these lists were determined to have sufficient water supply for reclaiming the lands considered. Examination of 18 applications showed that under the plan of irrigation proposed by the State the projects contemplated would have an insufficient water supply, and reports were made accordingly. At the close of the fiscal year three applications were awaiting a detailed statement by the applicants of the plan of reclamation proposed, and two were under consideration.

The designation of non-irrigable areas as subject to entry under the enlarged-homestead act has called for an increasing amount of field investigation. By the act of Congress of June 17, 1910, the provisions of the original act, somewhat modified, were extended to the State of Idaho, and a large area in Idaho has been opened to such entry. The greater part of the investigations and designations under the enlarged-homestead act has been made on account of petitions for action on specific tracts. Two hundred and forty-eight petitions were received

Topographic Branch.—The total new area topographically mapped was 23,272 square miles, making the total area to date in the United States 1,131,037 square miles, or about 37 per cent of the entire country. In addition 6,460 square miles of revision or resurvey were completed, making the total area of actual surveys for the season 29,732 square miles. Topographic surveys were also carried on in Hawaii, the area mapped during the fiscal year being 224 square miles. The field force included 145 geographers and topographers with 68 temporary technical assistants.

Water Resources Branch.—The increase of \$50,000 in the appropriation for investigations of water resources permitted a considerable extension of this work during the fiscal year, although it was necessary, in order to perform important public-land classification work, to allot 82 per cent of the total appropriation for work west of the one-hundredth meridian. The investigation of water-power sites, rights of way, etc., on the public lands was first performed by the engineers of the division of surface waters in connection with their measurements of stream flow. This is now assigned to a new division of water utilization.

At the end of the year the total number of stream-gauging stations maintained was 1,105. In addition to the foregoing, records ready for publication were received at the end of the year from private parties for about 100 stations. Underground waters were studied in California, Arizona, and New Mexico.

Examinations under the Weeks Act.—The act approved March 1, 1911, which provides for the acquisition of land for the purpose of conserving the navigability of navigable streams, imposed a new duty on the Geological Survey. Section 6 of the law provides for an examination by the Geological Survey of land whose purchase is under consideration and the submission of a report based thereon to the Secretary of Agriculture "showing that the control of such lands will promote or protect the navigation of streams on whose watersheds they lie."

This work was prosecuted in Georgia, Tennessee, and New Hampshire in May and June, resulting in the submission of reports favoring the acquisition of lands in two localities before the end of the fiscal year. These reports covered tracts in Fannin and Union Counties, Georgia, and in Blount and Sevier Counties, Tennessee, comprising 31,377 and 58,213 acres, respectively.

Publications Branch.—The Survey's success in reaching the public with the results of its scientific work may be measured by the distribution of its publications. In spite of the organization of the Bureau of Mines and the consequent elimination of its popular bulletins from the Survey's publications, the total number of reports and maps distributed by the Geological Survey in 1911 was

1,208,797, an increase of 6 per cent over the corresponding figures for 1910. An even larger percentage of increase is shown in the number of letters received containing remittances for such publications as are sold, while the receipts for topographic maps increased about 10 per cent. The total distribution of topographic maps, which includes congressional distribution, exchanges, and issue for departmental use, as well as the half million maps sold, increased 15 per cent. The total distribution to the public of books and maps is equivalent to more than 99 per cent of the number of copies received during the year from the Government Printing Office and the Survey's engraving and printing division. The total publications included 136 volumes, 91 topographic maps, and 5 geologic folios.

Administrative Branch.—The mails showed increases over the business of the preceding year. The roll of Survey members holding secretarial appointments numbered at the close of the fiscal year 862 persons, compared with 958 the year before. The principal change was the transfer of employees to the Bureau of Standards and the Bureau of Mines at the beginning of the year. The Survey library now contains 86,000 books, 100,000 pamphlets, and about 100,000 maps, and the collection is restricted to publications bearing upon the scientific work of the Bureau.

RECLAMATION SERVICE.

The act of Congress approved June 17, 1902, known as the "reclamation act," set apart as a fund for the reclamation of arid lands all moneys received from the sale of public lands in certain of the Western States and Territories, excepting the 5 per cent of the proceeds of such sales set aside by law for educational and other purposes. The actual receipts from this source to June 30, 1910, were \$65,584,801.32, and the estimated total receipts to June 30, 1911, including \$213,998.57 from sale of town-site lots, are \$71,717,990.16. The net investment of this fund in reclamation works on June 30, 1911, amounted to \$60,940,834.08.

The act requires the Secretary of the Interior to determine and return to the reclamation fund the estimated cost of construction, and entrymen and private landowners receiving water from reclamation projects are therefore required to contribute their proportion of the cost of construction, operation, and maintenance of the project wherein their lands are situated. The cash receipts from this source to June 30, 1911, were:

Cash returns to reclamation fund to June 30, 1911.

Water-right building charges.....	\$1, 533, 175. 63
Water-right operation and maintenance charges.....	517, 393. 85
Total.....	2, 050, 569. 48

In addition, sales of water to towns and cities, leases of power developed in projects, rentals for irrigating water, miscellaneous services and sales, etc., have produced an additional revenue of \$3,288,719.07, which, under the respective laws authorizing these transactions, is credited as a reduction of the cost of the projects from whence the receipts are derived.

No new projects have been undertaken since March 4, 1909, but prior to that date 32 primary projects had been undertaken, the net investment in which on June 30, 1911, amounted to \$59,989,158.46, as is shown in the following table:

Net investment in reclamation projects to June 30, 1911.

State and project.	Net investment.
Arizona: Salt River	\$9,164,437.56
Arizona-California:	
Colorado River	43,659.73
Yuma	4,313,868.21
California: Orland	499,004.53
Colorado:	
Grand Valley	83,683.71
Uncompahgre	4,509,097.63
Idaho:	
Boise	4,515,525.06
Minidoka	3,741,216.57
Kansas: Garden City	380,030.09
Montana:	
Huntley	853,472.76
Milk River	911,487.99
Sun River	768,493.35
Lower Yellowstone	2,922,442.00
Nebraska-Wyoming: North Platte	5,130,965.75
Nevada: Truckee-Carson	4,108,246.71
New Mexico:	
Carlsbad	571,181.37
Hondo	349,212.20
New Mexico-Texas: Rio Grande	290,746.75
North Dakota: Missouri River pumping	845,474.73
Oklahoma: Cimarron	8,873.17
Oregon:	
Central Oregon	40,416.67
Umatilla	1,206,391.31
Oregon-California: Kalmath	1,812,476.07
South Dakota: Bellefourche	2,683,345.04
Utah: Strawberry Valley	1,214,411.90
Washington:	
Okanogan	539,866.49
Yakima	4,905,181.83
Wyoming: Shoshone	3,580,249.28
Total	59,989,158.46

In addition, there had been invested in secondary projects, June 30, 1911, \$586,988.94; in town-site development, \$12,997.05; in Indian irrigation (reimbursable), \$317,392.23; and for general expenses, \$34,297.40, making a grand total of \$60,940,834.08. In view of the immense areas of land included, the magnitude and expense of the engineering work necessary to provide for their reclamation, and of the importance to the waiting settler and land-owner that water be applied to the land and reclamation effected as soon as possible, the efforts of the Department have been directed toward the completion of projects already undertaken rather than

the search for or undertaking of new projects. The following table contains a summary of the results of the reclamation work from June 30, 1902, to June 30, 1911:

Summary of results of reclamation work, June 30, 1902, to June 30, 1911.

Material excavated	cubic yards..	77, 148, 712
Class 1.....	cubic yards..	67, 658, 616
Class 2.....	do....	5, 136, 331
Class 3.....	do....	4, 353, 765
Volume of storage dams.....	cubic yards..	7, 192, 787
Volume of dikes.....	do....	3, 338, 532
Available reservoir capacity.....	acre feet..	4, 747, 770
Number of tunnels.....		68
Aggregate length of tunnels.....	feet..	101, 365
Canals carrying less than 50 second-feet.....	miles..	4, 341
Canals carrying from 50 to 300 second-feet.....	do....	942
Canals carrying from 300 to 800 second-feet.....	do....	387
Canals carrying more than 800 second-feet.....	do....	291
Canal structures costing less than \$500.....		22, 226
Canal structures costing from \$500 to \$2,000.....		847
Canal structures costing over \$2,000.....		529
Number of bridges.....		2, 223
Aggregate length of bridges.....	feet..	47, 310
Riprap.....	cubic yards..	336, 056
Paving.....	square yards..	344, 891
Cement used.....	barrels..	1, 245, 827
Concrete.....	cubic yards..	1, 066, 310
Roads.....	miles..	570
Telephone lines.....	do....	1, 694
Telephones in use.....		724
Buildings erected.....		548
Offices.....		65
Residences.....		258
Barns and storerooms.....		225
Area of lands for which water can be supplied.....	acres..	1, 025, 609
Acres included in projects now under way.....		3, 101, 450

BUREAU OF MINES.

The Bureau of Mines was established by an act of Congress approved May 16, 1910 (36 Stat., 369), and effective July 1, 1910. Its main object is to aid in lessening the loss of life and waste of resources in the mining, quarrying, metallurgical, and other mineral industries of the country. The enabling act not only outlined the Bureau's duties, but transferred to it from the Geological Survey the work of analyzing and testing coals, lignites, and other mineral fuel substances, and investigating the causes of and means of preventing mine explosions. The headquarters of the Bureau were established in Washington, D. C., on Eighth and G Streets Northwest. Its director was appointed September 3, 1910.

The investigative work of the Bureau during this first year of its existence has related mainly to two subjects: The study of fuels belonging to or used by the Government and inquiry into the causes and means of prevention of mine accidents. The first of these, for which Congress made an appropriation of \$100,000, has had to do primarily with the purchase, for the use of the Government, of coal, aggregating in cost about \$8,000,000; the most efficient methods of using this coal at the various heating, power, and lighting plants of the Government and on board Government ships; and the safest and most efficient methods of storing coal at naval stations, army posts, etc. In addition to the large number of furnace-fuel tests that this work involved, more than 10,000 samples of coal were analyzed in the laboratories of the Bureau. Investigations relating both to the efficient storage of coal and to the causes and prevention of spontaneous combustion of coal stored in bins or in the bunkers of ships have been conducted by the Bureau in the navy yards at Key West, Norfolk, and Portsmouth and on the Isthmus of Panama. The fuel investigations have also included the testing and analyzing of a large number of samples of fuel oil and the preparation of specifications for use by the Government in the purchase of both oil and coal for fuel purposes.

The investigations into the causes and means of prevention of mine accidents have been extended as rapidly as circumstances would permit, but so far have not progressed to the needs of the coal-mining industry. Their chief aim has been to determine the causes of mine explosions; to make safer the use of explosives and electricity in mines; and to reduce the risks through falls of roof, the use of open lights, and other mining conditions.

In carrying on these investigations the engineers of the Bureau have used every variety of laboratory equipment available; they have examined the coal mines in many parts of the United States; and they have opened near Pittsburgh, Pennsylvania, a small mine, where experiments are conducted to determine, under working conditions, how gas and dust explosions are caused and how such explosions may be prevented.

Early in the examinations of mine disasters it was found necessary to provide in the different important coal fields facilities for use by the engineers of the Bureau in entering mines in which disasters had occurred while these mines were still full of poisonous explosive gases, in order that the examinations might be made while the evidences of the disaster were still fresh. Such prompt examinations are also useful in rescuing entombed miners. To meet this immediate need, and with a view to the development of future agencies, there have been established by the Bureau six mine-rescue or mine-

safety stations, one each at Pittsburgh, Pennsylvania; Knoxville, Tennessee; Birmingham, Alabama; McAlester, Oklahoma; Urbana, Illinois; and Seattle, Washington. There have also been purchased seven mine-safety cars, which have been equipped as far as practicable with mine-rescue and fire-fighting apparatus. These seven cars have headquarters as follows: One each at Billings, Montana; Trinidad, Colorado; Evansville, Indiana; Huntington, West Virginia; Pittsburgh, Pennsylvania; and Wilkes-Barre, Pennsylvania; and one at Rock Springs, Wyoming, and Salt Lake City, Utah. Each one of these cars has been moving from point to point, carrying a mining engineer and two experienced miners.

With a view to recommending proper regulations to prevent accidents in American mining, quarrying, metallurgical, and other mineral industries, it has been necessary to make a study of the laws, rules, and regulations existing for this purpose in other important mining countries. This work is now well under way.

Notwithstanding the newness of the work and the many preliminary difficulties in the way, the progress made in behalf of greater safety in mining has been gratifying. The Bureau is gradually winning the hearty cooperation of mine workers, mine owners, State mine inspectors, and manufacturers of explosives and mine equipment. In coal mines black powder is rapidly giving place to safer explosives; safety lamps and other appliances are being increasingly used; improvements in electrical installations are under investigation; mine explosions are being better understood and are becoming less frequent; mine safety demonstrations, in connection with the work of the stations and cars, have been witnessed and participated in by more than 100,000 miners; over 14,000 miners have received some training in rescue and first-aid methods; and more than 500 sets of mine rescue equipment have been installed at the larger coal mines located in different parts of the country.

There are some urgent needs in connection with the continuance and extension of this work. Two or three additional mine safety cars are needed, and the work of all the cars should be continued throughout the entire year. The investigations looking to the prevention of accidents should be extended to include metal mines, quarries, and metallurgical plants. There are 1,500,000 men associated with these hazardous occupations who need to be reached and enlisted in this movement for greater safety, and there should be no unnecessary delays in doing this. The testing of explosives, the fees from which go to the miscellaneous receipts of the Treasury, should be more adequately provided for, in order that such testing may be kept current. The statistical data concerning accidents in the mining, quarrying, and metallurgical industries have been far from complete in the past, and there have always been serious delays in their collection and

publication. In many parts of the country no such statistics are collected; but the assembling of the data is essential to the formulation of intelligent plans for preventing mine accidents. There is, therefore, serious need that the Bureau of Mines be empowered to collect and publish statistical data with a degree of thoroughness commensurate with the importance of the subject.

There is also serious need for the enlargement of the work of the Bureau to include a thorough investigation into various branches of the mining industry, with a view to lessening the waste of essential mineral resources. Such investigations would unquestionably prove beneficial to the country. The results of carefully conducted inquiries show that the present losses in coal mining approximate 250,000,000 tons of coal per annum; and that the waste in metal mining and metallurgical industries ranges from 10 to 50 per cent of the total possible production. This waste of mineral products—many of them destroyed or lost beyond the possibility of future recovery—means a serious drain on the Nation's supply. In dealing with mineral resources, in contrast to rainfall, forests, or agricultural products, it should be understood that of mineral wealth the Nation has only one supply, which, when exhausted, it can not replace.

The buildings and grounds at Pittsburgh now occupied by the Bureau of Mines for its investigations are inadequate for its needs, unsuited to its purposes, and are held subject to the wishes and needs of another department of the Government. This situation should be remedied in a manner commensurate with the importance of the work that the Bureau is required to do.

OFFICE OF INDIAN AFFAIRS.

The Indians in the United States number slightly more than 323,000, of whom about one-third are members of the Five Civilized Tribes in Oklahoma. All are in process of absorption with the general mass of American citizenship. When the process is complete with respect to any individual Indian he will have lost his tribal status, received in severalty his share of the tribal property, and been freed of all restrictions in dealing with it. He then has the same status as any other citizen and the guardianship of the Federal Government over him is at an end.

The Indian Service is engaged in the work of helping the Indians to fit themselves for American citizenship and in preserving and developing their property until they are able to take full charge of it. This work calls for administrative business ability, knowledge of practical sociological movements, and effective sympathy. The personal interests under the care of the service are of the greatest importance and are mainly concerned with three subjects—health and morals, industrial training, and general education. The prop-

erty interests involved are of great value and complexity, including lands allotted to the Indians in severalty and held by them under restrictions which in effect make the Government the guardian of the Indian. The unallotted Indian lands are in part agricultural and in part consist of undeveloped forests, minerals, water power, and other natural resources which involve the general social and legal problems presented by like resources on the public domain, together with peculiar difficulties due to the beneficial ownership of the Indians.

Health and morals—The Indian Service is earnestly endeavoring to improve living conditions and to prevent disease among the Indians. More than 52 gatherings of Indians and service employees for instruction in hygienic living have been held during the past year with an aggregate attendance of more than 10,000. Such subjects as ventilation, disposal of garbage, care of milk, water supply, the prevention of tuberculosis and trachoma are considered. The service is endeavoring whenever new buildings are erected to see that they are built in conformity with modern ideas of sanitation. Highly-organized band musicians are employed to work among the reserves of the Indians. Their work has proved very effective in receiving their popularity and in helping the children to sound health. Vigorous efforts are being made to stamp out existing disease. One hundred physicians give their whole time to schools and agencies, and are assisted by 60 physicians who are under contract to give a period of one year of attendance upon Indians. The four sanatoria for chronic pulmonary disease have been enlarged, and the hospital for trachoma at Fort Snelling enlarged. The urgent necessity for the more prompt and complete return of the physicians; they report 50,000 cases have been brought to their notice, attendance upon over 4,000 cases of trachoma, and treatment of 7,400 cases of trachoma in a single year. A few years ago was practically unrecognized.

In the past year 1,573 cases of persons charged with selling liquor to Indians, or introducing it into the Indian country, were disposed of. One thousand one hundred and sixty-eight convictions resulted, 260 dismissed on disagreement of the jury, and there were but 24 acquittals. There is a steadily increasing tendency on the part of local authorities to assist the officers of the Government in the work of suppressing the liquor traffic.

Industry—Industrially the Indians are making much progress, particularly in farming. Reports from all parts of the field show that Indians who had not cultivated land have begun to farm, that Indian farmers are extending the acreage they work, and that they are raising larger and more diversified crops than before. The commissioner reports that during the year Indians farming for themselves had under cultivation at least 1,000,000 acres of land. At 22

reservations demonstration farms were used that Indians might have practical illustration of what they can expect to do with their land. In the Southwest, experiments were conducted with the cooperation of the Bureau of Plant Industry of the Department of Agriculture, to determine the most satisfactory crops for Indian lands and to introduce profitable new crops,

Apart from farming, Indians all over the country are entering gradually into ordinary industrial activities. During the past year Indians in Arizona and New Mexico were paid wages amounting to \$260,000. Two thousand of the 6,000 regular employees in the Indian Service are themselves Indians.

Education.—The work of the Indian schools is largely industrial. Each boy or girl spends half of each day in farming, in machine shops, in the barns, or in the laundry, sewing room, or kitchen. This plan is carried out not only at boarding schools, but also at the 223 day schools maintained. One of the results is that it usually takes an Indian child two years to do the class-room work of an ordinary school year, but it is believed that the increase in industrial knowledge more than compensates for this slowness. It has been so well demonstrated that in cases where the Indian is capable of being educated with white children he profits from contact with them, that the service has made every effort to increase the number of Indian children who get an education in white schools, and this past year showed more than 11,000 Indian children so educated. Careful investigation in the past year has shown that there are some 9,000 Indian children who are not as yet going to any school, but for whom the Indian Service is now trying to provide facilities. The total number of Indian children in schools of every character during the past year was about 39,800, showing an increase over the former year of about 2,000.

The approximate value of school and agency plants is \$8,500,000. In the fiscal year a total of \$785,000 was spent for repairs and new construction.

Property.—Allotment of Indian lands in severalty has continued. During the past year approximately 2,000,000 acres were allotted to 13,000 Indians.

The act of June 25, 1910 (36 Stat., 855), requiring the Secretary of the Interior to ascertain the heirs of deceased allottees and their competency has greatly increased the work of the Indian Office. Many allotments are now of 20 years' standing, and through difficulty in obtaining reliable testimony questions of fact have become hard to solve. During the year the heirs of 800 deceased allottees have been ascertained.

The question of the extent to which leases of allotments should be permitted involves difficult questions. Only for the relatively small class of allottees who are incapacitated for farming or other work is

leasing advisable. During the year the sale of 340,000 acres was considered by the Indian Office, and 150,000 acres were sold for a total of almost \$2,500,000, an average of \$16 an acre.

There are some \$10,000,000 on deposit in banks throughout the country to the credit of individual Indians, but only subject to disbursement under the supervision of the Indian Service. Able-bodied Indians who can get work are not allowed to use their money for ordinary expenses, but are liberally encouraged to use it for building houses, buying stock and farm implements, and generally improving their lands.

Protection of Indians against fraud.—Most of the long-pending suits to annul deeds of their allotted lands made by the Mexican Kickapoo were settled in the Indians' favor. Out of 75 allotments 69 are to be restored with mesne profits, and the Government will use its influence to secure the return of such consideration as the Indians had received. Similar settlements are expected in the remaining six cases.

Since the close of the fiscal year prosecutions in Seminole County, Oklahoma, for frauds against minor and full-blood Indians have resulted in the conviction of 5 of the 6 principal defendants and their sentence to the State penitentiary for terms of from 7 to 14 years, and recently 21 additional indictments were returned against 7 individuals. In McCurtain County, Oklahoma, concerted efforts by State, Federal, and tribal officials resulted in an investigation of probate matters that brought about the resignation of the county judge and the recovery for Indian minors of over 4,100 acres of land and about \$65,000; furthermore, State officials have secured an agreement by which three of the largest purchasers are to submit to a special board of arbitration the titles to all lands acquired from Indian minors through the local probate court.

As the outcome of 207 suits involving town lots fraudulently acquired in the Creek Nation \$85,000 have been recovered, together with 94 lots worth about \$60,000. Twenty-five suits are still pending.

On the White Earth Reservation in Minnesota vigorous action has been taken to annul deeds unlawfully procured from full-blood and minor Indians and to punish the guilty persons. In the fiscal year 901 suits in equity were filed and the total number will be 1,086. Complete success in these suits will mean the recovery of 142,000 acres of land valued at over \$2,000,000 and timber estimated to be worth \$1,755,000 on behalf of more than 1,700 Indians, forming almost 34 per cent of the White Earth allottees.

Irrigation and drainage.—For the year 1911 Congress appropriated slightly in excess of \$1,300,000, all but \$259,000 of which was made reimbursable to the United States, for irrigating and draining Indian

lands. In the State of Washington the Indian Service is very economically draining 30,000 acres of swamped land. In the course of new irrigation construction under this appropriation the Indian Service during the year provided facilities for irrigating about 25,000 acres and through the use of other funds it placed 7,300 acres under ditch. Furthermore, the Reclamation Service has had under construction for the Indian Service four extensive projects; the Pima project in Arizona, the Blackfeet, Flathead, and Fort Peck projects in Montana.

Altogether, more than 300,000 acres of Indian land have been placed under ditch at a cost of about \$5,000,000. The bulk of the money appropriated by Congress for this irrigation is, under the various statutes, to be reimbursed when the lands are in successful cultivation. In constructing irrigation works, care is taken to employ Indian labor as much as is possible. Only a small portion of the acreage placed under ditch has as yet been cultivated by the Indians. There is need of persistent effort to persuade the Indians to use the irrigation facilities provided for them.

Timber.—The timber on Indian land is now estimated at 34 billion feet, worth approximately \$76,000,000. The work of taking proper care of this timber and disposing of the mature trees is furnishing employment for a very considerable number of Indians, as well as increasing the revenue of various tribes and thus furnishing means for development of the Indian lands. In the past fiscal year no large sales were made. The two most extensive logging operations continued under contracts were at the Bad River Reservation, Wisconsin, where 84,000,000 feet were cut, yielding \$503,000, and upon the ceded Chippewa lands in Minnesota, where 80,000,000 feet were cut, yielding \$578,000.

The Neopit lumbering and milling project on the Menominee Reservation, in Wisconsin, for the first time showed a clear profit—\$11,200; the total receipts from sales of manufactured lumber were \$424,000. On an average 205 Menominees, slightly in excess of 38 per cent of the male members of the tribe over 18 years of age, were employed, together with 56 Indians of other tribes. Thus the project has become an important school of industry for the Indians.

FIVE CIVILIZED TRIBES.

Much progress has been made in the matter of closing out the tribal affairs of each of the Five Civilized Tribes. The work of enrollment of citizens and allotment of lands has been practically finished.

In the Cherokee Nation some deeds are yet to be delivered, and there remain small amounts of surplus lands which are now being offered for sale. There is also still pending litigation affecting the claims of some 5,600 newborn Cherokees, and another case involving the rights of about 1,720 freedmen who claim to be entitled to enroll-

ment: Until these suits are disposed of it will be impossible to complete the closing out of the affairs of the Cherokee Nation.

In the Creek Nation there are also some deeds yet to be delivered, and some surplus lands yet to be sold, which it is hoped to close out very shortly. Under the Creek agreement, each citizen was entitled to the allotment of land at the appraised value of \$1,040. The land actually subject to allotment fell short of this valuation to the amount in all of \$6,913,291. The funds and resources of the Creek Nation fall far short of this sum. It will therefore be impossible to close out the affairs of the Creek Nation until additional legislation can be had.

In the Choctaw and Chickasaw Nations, the distribution of funds to equalize allotments has been continued during the fiscal year. Beside the necessity for completing this, there are still four matters to be disposed of. There are 1,142,071 acres of unallotted lands not reserved or segregated which are now being offered for sale at public auction. There are 1,000,000 acres of land reserved from allotment on account of timber. The timber on this land has been reestimated and appraised, and regulations for offering the land and timber for sale at auction are now almost completed. There are also 445,000 acres of segregated coal and asphalt lands in the Choctaw and Chickasaw Nations, considerable portions of which are under coal and asphalt leases. The nations are anxious to have these lands disposed of so that the proceeds may be divided. On this subject the Department has made reports to you and to Congress. Nothing can be done by the Department until appropriate legislation is enacted. There have also been reserved from allotment about 16 sections of matured timber. These lands have been repeatedly offered for sale, but no bid has ever been received equal to the appraised value. If the lands are to be disposed of, apparently either lower bids must be accepted or the Department must be authorized to sell the lands upon credit.

The establishment of district agents to assist in handling the affairs of restricted members of the Five Civilized Tribes has proven of the greatest benefit both to the Indians concerned and to the Department. The work of these agents has made it possible for the Department to perform its work both more efficiently and more promptly, and I believe that the questions affecting individual Indians are now being thoroughly well handled.

More than 20,000 suits brought to set aside conveyances of allotted land on the ground that the Indians were incompetent to convey are still pending, awaiting the decision of a case in the United States Supreme Court, which has been argued and which is expected will soon be decided. In the meanwhile, however, equitable settlements have been reached in a large number of such cases, and the work of settling is steadily progressing.

A great deal of work has been done, largely with the aid of the district agents, in protecting the rights of minor Indians who have suffered from negligent and, in some cases, dishonest guardians. Much land and large sums of money have already been recovered.

PENSION OFFICE.

At the beginning of the fiscal year ended June 30, 1911, there were 921,083 pensioners on the roll. There were added thereto during the year 26,200, made up of original allowances, restorations, and renewals. There were dropped therefrom 55,185, occasioned by death, remarriage, minors attaining the age of 16 years, failure to claim for three years, and all other causes, making a net reduction in the roll of 28,985, and leaving the total number on the roll at the close of the year of all classes 892,098, of whom 570,050 were soldiers and sailors, 321,642 were widows and dependents, and 406 were Army nurses.

The unexpended balances of the appropriations at the close of the fiscal year covered into the Treasury were as follows:

For pensions.....	\$182,199.39
For medical examinations.....	43,234.67
For salaries and clerk hire, pension agencies.....	15,492.85
For rent and contingent expenses.....	10,027.98
For inspection of agencies.....	1,331.05
For salaries, Bureau of Pensions.....	16,430.04
For salaries, per diem, and expenses of special examiners.....	22,780.66
Total.....	291,496.64

The amount expended for pensions during the year was \$157,325,160.35, a decrease as compared with the previous year of \$2,648,895.73. The cost of administration in connection with the adjudication of claims and the payment of pensions was \$2,517,127.06, a reduction in the running expenses of the Bureau and agencies in one year of \$140,546.80. This is the smallest amount paid in any one year for such administration for 29 years.

The appropriations for the current expenses of the Bureau of Pensions and agencies for the fiscal year 1912 show a reduction of \$629,650 as compared with similar appropriations for 1909.

There was disbursed for pensions from July 1, 1790, to June 30, 1865, \$96,445,444.23. From July 1, 1865, to June 30, 1911, the total disbursements for pensions were \$4,133,936,285.93. The expenses and cost of maintenance for the same period were \$120,879,861.74, making a total of disbursements since July 1, 1865, of \$4,254,816,147.67.

At the beginning of the year the number of applications pending of all kinds was 47,295. At the close of the year there were pending 36,793 applications, exclusive of a large number placed in the abandoned files. The total number of applications filed during the year

was 120,814. There were admitted during the year 92,274 claims; rejected, 30,980; adjudicated where no benefits were derived other than those rejected, 1,065; making the total number of claims of all classes adjudicated 124,319.

Allowances of accrued pension were made in 20,618 cases, being issues for payment in cases of deceased pensioners from date of last payment to date of death.

There have been granted since 1861 by special acts 35,987 pensions, of which number 22,323 are now on the roll with an annual face value of \$6,611,357. Only a part of this amount, however, is properly chargeable to special acts, as most of the beneficiaries had been previously pensioned under the general laws at lower rates. During the third session of the Sixty-first Congress 3,586 persons were included in special acts.

The largest number of pensioners on the roll at the close of any fiscal year was on June 30, 1902, when the total was 999,446. There has been a net decrease of more than 100,000 in the last six years, and the number is now less than at any time since 1892.

Since the passage of the act of March 3, 1899, providing for division of pensions of resident pensioners of the United States who shall desert their wives or minor children, or who are inmates of National or State soldiers' and sailors' homes, 13,423 claims have been filed thereunder, 7,209 of which have been allowed and 5,987 rejected, leaving 227 pending.

Three bounty land warrants were issued during the year, granting 480 acres of land. The total number of such warrants issued to the close of the fiscal year 1911 is 598,685, granting 68,791,550 acres.

On June 30, 1911, there were also pending 1,427 claims for expenses of last sickness and burial of deceased pensioners. There were disposed of during the year 7,574 claims, of which number 5,808 were allowed, 1,166 disallowed, and 600 abandoned.

There were 59 new cases presented to the Department of Justice on account of offenses against the pension laws, and indictments found in 57 cases. There were 53 cases brought to trial during the year, in 51 of which convictions were secured. Only three of these cases were against persons who had rendered military or naval service. At the close of the year there were 109 cases pending in the hands of United States attorneys. Two civil suits were instituted; one was disposed of and a judgment for \$538.54 obtained, and one dismissed by reason of a heavy fine being imposed upon the defendant in a criminal case. There was recovered \$2,407.94.

As a matter of historical interest it is noted that the last pensioner of the Revolutionary War died during the past year. The last surviving pensioned soldier of that war died in 1869, and the last widow pensioner of that war died in 1906. The last surviving pensioned

soldier of the War of 1812 died in 1905. There are now 279 widows of that war on the roll.

The law now requires each pensioner to present a voucher to the pension agent, executed after the pension has become due, before a check may be issued in payment thereof. This system is very expensive to the Government as well as to the pensioner. The Commissioner of Pensions, in response to a provision contained in the last appropriation act directing him to formulate a simplified plan for the payment of pensions, recommends that discretionary authority shall be granted whereby pensions may be paid without vouchers. The plan recommended provides for payment by check mailed to the last-known address of the payee. Postmasters are to be required to return the check for cancellation if the pensioner has died or remarried if a widow. The unpaid pension to the date of death of the pensioner will then be disposed of in accordance with the law, which provides specifically for the payment of accrued pension. The plan also provides that postmasters shall be required to report promptly to the proper office the death of any pensioner or the remarriage if a widow, in order that checks may not be issued in such cases. The check to be used will contain a provision to the effect that it is void if the payee shall have died or remarried if a widow prior to date of issue. It will be payable only when personally indorsed in ink by the payee, in the presence of two responsible witnesses, who shall certify to the identity of the payee with the pensioner named in the check and pension certificate. The plan further provides a penalty for forgery in the indorsement of the check, receiving payment of check upon a forged indorsement, or receiving payment of pension for any period subsequent to reenlistment, remarriage, or termination of period of dependence.

Under the plan proposed checks would be prepared and ready for mailing on the 4th of the payment month, many pensioners receiving their checks on that date. The pensioners will be saved the expense of the execution of pension vouchers and the delay often due to the return of faulty vouchers for correction. It is estimated that the cost to the pensioners in the execution of their vouchers is nearly \$1,000,000 per annum.

The plan proposed will save to the Government the expense of printing, preparing, and mailing about 4,000,000 vouchers and the furnishing of 4,000,000 envelopes each year in which to return the vouchers for payment.

The Government will likewise be saved the expense of employing a large number of temporary clerks at the agencies during each quarterly payment.

The plan recommended by the commissioner shows that great care has been observed in working out the details to insure its suc-

cessful operation. As it is shown to be along the line of economy and efficiency in the public service and will undoubtedly be greatly to the advantage of the pensioners, the same meets with my most hearty approval.

APPEALS IN PENSION AND BOUNTY LAND CLAIMS.

The number of appeals and motions for reconsideration pending at the beginning of the fiscal year July 1, 1910, and those filed during the year, their disposition, and the number pending July 1, 1911, is shown by the following table:

	Pending July 1, 1910.	Filed during the year.	Rein- stated.	Total.	Dis- posed of.	Pending July 1, 1911.
Original merit appeals.....	233	3,211	1	3,445	2,915	530
Fee appeals.....	4	43		47	46	1
Motion for reconsideration.....		78		78	77	1
Total.....	237	3,332	1	3,570	3,038	532

In 186 cases the Pension Office was reversed, and in 118 cases the Commissioner of Pensions reported that upon reconsideration the adverse action taken by the Bureau was receded from and asked permission to allow appellants' contention. The Department, after considering such cases, decided that the action proposed by the Bureau was warranted under the law and the evidence, and the papers therein were returned to the Bureau for final action and favorable adjudication. There were also during the year returned to the Bureau for further action and report 118 cases for the reason that upon review it was found that additional and material evidence had been filed which had not been considered by the Bureau, or that a special examination or another medical examination was thought necessary, or for various reasons the claims had not been properly adjudicated. At the close of the year there were 12 of such cases pending, which are included in the total number of pending appeals as shown by the table.

Although there is a material increase in the number of appeals left pending and undisposed of at the end of the last fiscal year, and the total number finally disposed of by the board during the fiscal year ended June 30, 1910, largely exceeded the total number disposed of during the last fiscal year, this is fully accounted for by the reduction of the working force of the board and a comparison shows that the average number of cases disposed of per member during the last year was greater than during the preceding year.

The provisions of the legislative, executive, and judicial appropriation act, approved March 4, 1911, having abolished the Board of Pension Appeals and transferred the duties theretofore performed

by it to the office of the Assistant Attorney General for the Department of the Interior, the present report shows the final work of the board and the termination of its labors.

The figures shown by the foregoing tabulated statements demonstrate that the rapid falling off in the number of pension cases presented to the Department on appeal which was anticipated when the legislation above referred to was enacted has not been realized, and the fact that there has been a steady increase during the past year in the number of cases left pending and undisposed of at the close of each month, and a gradual falling behind in the docket notwithstanding the individual output of work by the members and employees of the board has markedly increased, would suggest that this work can not be successfully accomplished with less than the present working force.

I would, therefore, recommend that the Board of Pension Appeals be reestablished at the earliest possible date with at least the same working force provided for said board by the appropriation act for the fiscal year ended June 30, 1911. Provision might be made, as heretofore, that any vacancies occurring on the board by death, resignation, or otherwise should not be filled, thereby anticipating the decrease in the number of appeals taken that may be expected in a few years.

PATENT OFFICE.

During the fiscal year ended June 30, 1911, there were received 65,154 applications for mechanical patents, 1,315 applications for designs, 206 applications for reissues, 6,857 applications for trade-marks, 879 applications for labels, and 266 applications for prints. There were 34,428 patents granted, including reissues and designs, and 3,791 trade-marks, 576 labels, and 181 prints were registered. The number of patents that expired was 22,546. The number of allowed applications which were by operation of law forfeited for nonpayment of the final fees was 7,098. The total receipts of the office were \$1,987,778.58; the total expenditures were \$1,957,001.85; and the net surplus of receipts over expenditures was \$30,776.73. The total net surplus for all years of receipts over expenditures of all kinds (including salaries of the force) is now \$7,029,004.73. This surplus covered into the Treasury represents the net earnings of the Bureau, and it has all been paid by the inventors.

The commissioner calls attention to the great need for legislation providing for the elimination of one of the appeals within the Patent Office. The commissioner states that, under the present law, appeals are considered twice by the tribunals within the office, which is not only a duplication of work, thereby causing great delay in the prosecution of applications, but an additional and unnecessary burden of expense to inventors in the matter of appeals and attorneys' fees.

erty interests involved are of great value and complexity, including lands allotted to the Indians in severalty and held by them under restrictions which in effect make the Government the guardian of the Indian. The unallotted Indian lands are in part agricultural and in part consist of undeveloped forests, minerals, water power, and other natural resources which involve the general social and legal problems presented by like resources on the public domain, together with peculiar difficulties due to the beneficial ownership of the Indians.

Health and morals.—The Indian Service is earnestly endeavoring to improve living conditions and to prevent disease among the Indians. More than 52 gatherings of Indians and service employees for instruction in hygienic living have been held during the past year, with an aggregate attendance of more than 10,000. Such subjects as ventilation, disposal of garbage, care of milk, water supply, the prevention of tuberculosis and trachoma are considered. The service is endeavoring whenever new buildings are erected to see that they are built in conformity with modern ideas of sanitation. Eighty-eight field matrons are employed to work among the homes of the Indians. Their work has proved very effective in reducing infant mortality, and in helping the children to sound health. Vigorous efforts are being made to stamp out existing disease. One hundred physicians give their whole time to schools and agencies, and are assisted by 61 physicians who are under contract to give a part of their time to attendance upon Indians. The four sanatoria for tubercular patients have been enlarged, and the hospital for trachoma at Phoenix, Arizona, continued. The urgent necessity for the health propaganda is patent from returns of the physicians: they report 961 deaths from tuberculosis under their notice, attendance upon over 16,000 cases of tuberculosis, and treatment of 7,400 cases of trachoma, a disease which three years ago was practically unrecognized.

In the past year 1,473 cases of persons charged with selling liquor to Indians, or introducing it into the Indian country, were disposed of. One thousand one hundred and sixty-eight convictions resulted, 265 dismissals, 9 disagreements of the jury, and there were but 34 acquittals. There is a steadily increasing tendency on the part of local authorities to assist the officers of the Government in the work of suppressing this liquor traffic.

Industry.—Industrially the Indians are making much progress, particularly in farming. Reports from all parts of the field show that Indians who had not cultivated land have begun to farm, that Indian farmers are extending the acreage they work, and that they are raising larger and more diversified crops than before. The commissioner reports that during the year Indians farming for themselves had under cultivation at least 700,000 acres of land. At 22

reservations demonstration farms were used that Indians might have practical illustration of what they can expect to do with their land. In the Southwest, experiments were conducted with the cooperation of the Bureau of Plant Industry of the Department of Agriculture, to determine the most satisfactory crops for Indian lands and to introduce profitable new crops,

Apart from farming, Indians all over the country are entering gradually into ordinary industrial activities. During the past year Indians in Arizona and New Mexico were paid wages amounting to \$260,000. Two thousand of the 6,000 regular employees in the Indian Service are themselves Indians.

Education.—The work of the Indian schools is largely industrial. Each boy or girl spends half of each day in farming, in machine shops, in the barns, or in the laundry, sewing room, or kitchen. This plan is carried out not only at boarding schools, but also at the 223 day schools maintained. One of the results is that it usually takes an Indian child two years to do the class-room work of an ordinary school year, but it is believed that the increase in industrial knowledge more than compensates for this slowness. It has been so well demonstrated that in cases where the Indian is capable of being educated with white children he profits from contact with them, that the service has made every effort to increase the number of Indian children who get an education in white schools, and this past year showed more than 11,000 Indian children so educated. Careful investigation in the past year has shown that there are some 9,000 Indian children who are not as yet going to any school, but for whom the Indian Service is now trying to provide facilities. The total number of Indian children in schools of every character during the past year was about 39,800, showing an increase over the former year of about 2,000.

The approximate value of school and agency plants is \$8,500,000. In the fiscal year a total of \$785,000 was spent for repairs and new construction.

Property.—Allotment of Indian lands in severalty has continued. During the past year approximately 2,000,000 acres were allotted to 13,000 Indians.

The act of June 25, 1910 (36 Stat., 855), requiring the Secretary of the Interior to ascertain the heirs of deceased allottees and their competency has greatly increased the work of the Indian Office. Many allotments are now of 20 years' standing, and through difficulty in obtaining reliable testimony questions of fact have become hard to solve. During the year the heirs of 800 deceased allottees have been ascertained.

The question of the extent to which leases of allotments should be permitted involves difficult questions. Only for the relatively small class of allottees who are incapacitated for farming or other work is

I believe the Bureau of Education can render very valuable service in this connection, and for that purpose it should have a group of competent specialists and assistants to study the various phases of the problem; bring together and digest the work and reports of societies, committees, and commissions; help toward the formulation of fundamental principles; and assist State, city, and county boards of supervisors in working out their practical application.

Twenty million or more children and young people in the United States spend a good portion of their time in school every year. The indoor sedentary life required by the work and discipline of the school is more or less unnatural for childhood and youth, and unless the conditions under which the school work is done are intelligently controlled there is constant danger that the health of the pupils may be injured, their vitality lowered, and their happiness and their value as citizens diminished. The country is fundamentally concerned in the health of its future citizens and should give to it no less attention than it gives to its live stock. To this end the Division of School Hygiene and Sanitation recently established in the Bureau of Education should be strengthened by the addition of a sufficient number of competent assistants and clerks to enable it to do its work effectively, studying principles of school sanitation, working out plans for their application, awakening interest in the subject among school officers, teachers, and patrons throughout the country, and assisting them in the care and health of the children in the schools.

The increase of the interest throughout the country in secondary and higher education has been greater even than in elementary education. Appropriations for colleges, universities, technical schools, and normal schools for the training of teachers have increased nearly 200 per cent in the past decade, and the increase in appropriations for the agricultural and mechanical colleges has been still larger. With this increase in interest and expenditures has come an increase in demands on the Division of Higher Education in this Bureau, and it should be strengthened immediately by the addition of specialists in normal-school education for the training of teachers. There is particular need for a specialist in agricultural education, who may give his time to the agricultural and mechanical colleges for negroes in the Southern States and help them to a better use of the funds they receive from the Government. Because of lack of some such intelligent supervision and help many of these schools are failing to accomplish the full purpose for which the Federal funds are appropriated.

Because of the peculiar nature of the work which this Bureau has to do it is especially important that the Commissioner of Education and the heads of the various divisions should be enabled to visit schools in all parts of the country, attend meetings of educational associations, confer with school officers and teachers, and make the Bureau more directly useful. For this purpose there should be liberal

appropriations for traveling expenses, and an assistant commissioner should be provided to carry on the routine duties of the office during the absences of the commissioner.

The Bureau should be able to gather full and accurate statistics in regard to education and to publish them promptly. The recent increase in the number, size, and kinds of schools makes this a very difficult task and there is need of radical revision in the method of doing it. This can be done, it is believed, with little additional cost if the recommended enlargements in the Bureau are made.

The Bureau of Education now has one of the most valuable and complete libraries on education in the world, and it should be made more serviceable not only to the Bureau itself but also to students of education everywhere. To students and investigators in all phases of education it should become a chief source of information, and all of its material should be made easily accessible to them. For this purpose there should be employed a man well versed in the theory and practice of education, whose services would be at the disposal of such students and who might assist them in their studies and investigations.

During the year ended June 30, 1911, there were maintained 81 public schools for natives of Alaska, with an enrollment of 3,810 and an average daily attendance of 1,692. This average attendance is much lower than it should be. There is need of a law requiring the children of natives of Alaska between the ages of 6 and 15 to attend school at all times when the families of such children are in a village having a school. The appropriation for their education should be increased from \$200,000 to \$248,000, so that more attention may be given to instruction in sanitation and industries.

The experience of the Bureau of Education in endeavoring through its employees to furnish medical relief to the natives of Alaska demonstrated the desirability of authoritative study of the prevalence of disease among the natives of Alaska and of the means for its prevention. During the summer of 1911 Dr. Milton H. Foster, detailed from the Public Health and Marine-Hospital Service, made a thorough investigation of the sanitary conditions among the natives of southern Alaska. As the result of his investigations, Dr. Foster recommended the following measures, which require action on the part of Congress: (1) The establishment of a sanitarium for cases of pulmonary tuberculosis requiring hospital treatment; (2) the establishment of a home for destitute blind and crippled natives; (3) authority for the Surgeon General of the United States Public Health and Marine-Hospital Service to appoint one of the officers of that service to act as commissioner of public health for Alaska.

The reindeer in Alaska are being gradually turned over to the natives and they now own about 55 per cent of the total number, while the Government now owns only 14 per cent. Of the 42 herds,

36 are cared for entirely by natives, whose net income therefrom during the year 1909-10 was \$24,656.09. During the past year 40 reindeer were delivered to the Department of Commerce and Labor for use in stocking St. Paul and St. George Islands in Bering Sea.

TERRITORIES.

For the purpose of centralizing information regarding the Territories, and, in so far as the law permits, to place their administration under the Department of the Interior, an order was issued by the President May 11, 1907, and subsequently amended to read as follows:

It is hereby ordered that on and after May 1, 1909, all official communications or reports from and to executive officers of the Territories and territorial possessions of the United States, viz, Arizona, Hawaii, New Mexico, Porto Rico, Alaska, Samoa, and Guam, and all official communications or reports relating to territorial matters from and to all executive officers of the United States stationed in such Territories and territorial possessions shall be transmitted directly to the heads of the departments of the Government as provided by law, and in all cases where the acts of Congress do not specifically designate the department to which reports shall be transmitted the same shall be forwarded to the Secretary of the Interior in such manner and under such regulations as he may prescribe.

By Executive order dated July 15, 1909, Porto Rico was transferred to the Insular Bureau of the War Department.

ALASKA.

Conditions in Alaska call for immediate action by Congress. Its proper administration and development can not be accomplished under existing laws. These laws neither promote development nor protect the public interest. After a careful examination of official reports and other publications, and a personal visit to the Territory during the past summer, I had occasion to present the opinions thus formed before the American Mining Congress at Chicago on September 27, 1911. The general policy outlined in that address had been discussed with you and you have since given public approval to its specific recommendations. With some modifications and with a map of Alaska indicating its present mineral development this address has been reprinted as Bulletin 36 of the Bureau of Mines and has received such general publicity that I do not deem it necessary to restate in detail the views therein expressed. It is available for all those who are interested in its suggestions. I do wish, however, to urge with great earnestness the importance of immediate relief for Alaska in the following particulars:

First. The construction by the Federal Government of a central trunk-line railroad from tidewater to the Tanana and the Yukon.

Second. The passage of a liberal but carefully guarded leasing law for the development of its mineral resources, and especially of its coal lands.

Third. The reservation of a sufficient amount of these coal lands to provide for the future needs of the Navy, and the mining of this coal by the Government for this purpose.

Fourth. More liberal appropriations for aids to navigation, such as lights and buoys.

Fifth. More liberal appropriations for the construction of roads and trails.

Sixth. The adoption of a form of territorial government better adapted to its remote situation and peculiar local conditions.

In the address to which reference has been made the advantages of and the justification for a Government railroad in Alaska were fully discussed, and the opinion was expressed that the Government should take over and complete the construction of the so-called Alaska Central or Alaska Northern Railroad; leading from Seward, on Resurrection Bay, through the Matanuska coal field to the Tanana and the Yukon. Since then the official representatives of the present owners of this railroad have definitely stated their willingness to turn it over to the Federal Government at a fair valuation to be appropriately determined. The Department of Agriculture has also furnished a statement of the results of its experimental work at Rampart and at Fairbanks, showing the agricultural probabilities of these northerly portions of the Yukon and the Tanana Valleys. The letter containing this statement is reprinted as an exhibit to this report. The following quotation conservatively states the general conclusion reached:

As a result of 10 years' active work this Department believes in the possibility of developing an agriculture for Alaska that will be comparable with that of northern Europe, where conditions are somewhat similar, such as in parts of Norway, Sweden, Finland, and Russia. It is believed that agriculture will supplement any other industry that may be developed in Alaska, and it is possible that ultimately oats and barley can be grown in sufficient quantity to supply not only local demands but a surplus for exportation. It is probable that stock raising can be made a success and dairying become profitable, as the period of winter feeding and protection is not much, if any, longer than is now required in many other regions where these industries are carried on.

The Secretary of the Navy states that there should be reserved in Alaska for the uses of the Navy for the next 50 years sufficient high-grade coal to supply an average of 400,000 tons a year. There are portions of both the Bering River and Matanuska fields from which the Geological Survey believes the high-grade coal needed for Navy use can be obtained. It is estimated that not less than 2,500 acres of this land should be reserved for this purpose, to be carefully selected after systematic prospecting and drilling.

Careful consideration of the provisions of an appropriate leasing law for the coal lands of Alaska is being continued through the Director of the Bureau of Mines, who is receiving the cordial and

helpful cooperation of men of wide practical experience in the business of mining coal, with the view of suggesting such changes in or substitutes for bills on this subject which are now pending in Congress as may be found desirable. In this connection I invite attention to the following paragraph from Bulletin 36 of the Bureau of Mines:

The statutes of Colorado, Montana, and Idaho provide for leasing State lands containing, stone, coal, coal oil, gas, or other mineral. Colorado and Montana require a minimum royalty of 10 cents a ton for coal mined on such land. Montana prohibits the sale of its coal lands but authorizes the lease of the surface for agricultural or grazing purposes. It also requires the locator of a mining claim for gold, silver, and other metals, at the expiration of one year from the date of the location, either to purchase the claim at \$10 per acre or take a lease thereof at such price and upon such terms as may be agreed upon between him and the State Board of Land Commissioners. Idaho also authorizes leases of State land containing precious metals. Minnesota authorizes leases of State land containing iron ore. North Dakota provides for the leasing of coal lands at a royalty of 10 cents per ton. Oregon and Washington provide for leasing State lands containing gold, silver, lead, cinnabar, or other valuable minerals. Wyoming authorizes the State Land Board to lease on a royalty basis State or school lands supposed to contain coal, oil, or minerals, the royalty not to exceed 10 per cent of the gross output of mineral or oil, and not exceed 10 cents per ton for coal. Some of the States above noted limit the leases to five years with provision for renewal, some to 50 years, and some to a period to be fixed in the discretion of the State land officials.

The whole subject of the encouragement and regulation of ocean transportation between Alaska and the rest of the United States should be given careful consideration with a view to the prompt enactment of needed legislation and the appropriation of the necessary money. All doubt as to the jurisdiction of the Interstate Commerce Commission over this traffic, as well as over the railroads of Alaska, should be removed and the necessary steps should be taken to ensure adequate terminal facilities and the prevention of discrimination in their use. I call attention especially to the following quotation from the annual report of the governor of Alaska:

Although more aids to navigation have been installed on the Alaska coast in the last few months than in the whole history of the Territory heretofore, the number of these aids, relatively to the great expanse of the coast line, is still woefully small. Since April, 1910, there have been installed 41 lights, 1 fog signal, and 18 buoys. The first number given, however, includes 4 oil lights which were converted from oil burners to acetylene gas burners. The adaptation of the acetylene light in recent years to the purpose of lighting waterways has proved to be a great boon and has revolutionized the estimates of cost for aids to navigation in Alaska. In many situations among the tortuous channels of the inland passages on the Alaska coast an acetylene lens lantern, which is inexpensive to build and to maintain, serves a better purpose than a costly lighthouse, requiring the constant services of resident keepers. No very large appropriation of money has been made for aids to navigation in Alaska, but the development of the acetylene apparatus has made it possible to accomplish a great deal in the last year and a half.

There is a crying need, however, for several high-order lights to mark dangerous points where minor lights will not serve the purpose, and where it is necessary to have

fog signals as well as lights * * *. These lights will be expensive, but the lack of proper aids at these and many other points in Alaska has caused the wreck of many passenger and freight steamships. Thirteen steamers of large tonnage, all of them carrying passengers, have been wrecked on the routes between Puget Sound and Alaska in the last three years and a half. Seven have been wrecked in the first nine months of 1911. The establishment of proper aids to navigation is a matter of as large economic importance, probably, as any other project for the development of Alaska. It is not only imperative that the lives of thousands of passengers be protected by this means, but that valuable property be conserved; and, by making navigation less hazardous, the rates of marine insurance, and hence of transportation and cost of supplies, reduced. It is probable that the sum of \$400,000 would defray the cost of every remaining lighthouse project in Alaska that has thus far been examined and approved by the Lighthouse Establishment. It is earnestly urged that appropriations at least four times as large as those made for the current year be authorized at the coming session of Congress.

To demonstrate the imperative need of additional roads and trails in Alaska, it is only necessary to call attention to the fact that, as reported in 1910, in a territory as large as one-fifth of the main body of the United States there had been constructed since the organization of the board of road commissioners for Alaska a total of only 759 miles of wagon roads, 507 miles of sled roads suitable for 2-horse sleds, 661 miles suitable for single horse or dog sleds, 85 miles of trail staked permanently, and approximately 1,170 miles of trails temporarily staked. The maintenance cost of even this small system makes serious inroads on the total funds available for the construction of roads and trails. The subject is one calling for special consideration in connection with any modification of the territorial government. If Alaska is to be developed, adequate provision must be made for these primary means of transportation. I believe that Federal aid should be continued and increased and indeed that the Federal Government should make liberal appropriations in addition to the revenues which can be derived from the Territory itself. The revenues derived from the leasing of its coal and other lands should be devoted to the development of the Territory after the necessary expenses of administration have been paid.

The fact that the Federal Government has heretofore made direct appropriation for the benefit of the Territory and that increased appropriations are needed constitutes one of the chief arguments against the extension of the principle of territorial independence and territorial responsibility to Alaska. Taken in consideration with the comparatively small and widely scattered population and the inadequate means for transportation and communication, it would seem to demonstrate that a commission form of government would best meet the existing situation. Such a commission could consist of appointed representatives of the Federal Government and locally elected representatives of the Territory itself. To it could be transferred under appropriate limitations the authority to make territo-

rial laws and regulations such as are now sadly needed. Among these needs are some of the fundamental requisites of modern civilized society, such as the regulation of the public health, sanitation, and quarantine; the registration of marriages, births, and deaths; poor relief, compulsory school attendance; supervision of banking institutions, etc. The distance of the Territory from Washington and the constant demands of other affairs upon Congress make it practically certain that matters of this character will receive proper attention only from a local legislative body. The improvement of its transportation facilities, the development of its natural resources, and the increase of its population—all of which seem certain to follow the enactment of remedial legislation—will enable the Territory to furnish the revenues needed for its local government, and will then entitle it to the same measure of territorial independence which upon the same basis has been given to other territories.

The annual report of the governor gives an account of the progress of the Territory during the year. The population has remained practically stationary and is now slightly less than 65,000, about equally divided between whites and natives. The improvement of the natives has not been as rapid as could be desired, chiefly because they are exposed to the temptations of intoxicating liquor. The great extent to which municipal expenses are paid from funds arising from liquor licenses has added to the difficulties of restricting this traffic and illustrates the unsatisfactory manner in which the local government is now carried on. The assessment of property for taxation is restricted to the incorporated towns. Several of these made no assessment of taxable property and levied no taxes during the year. One or two have never done so. However, action taken by the governor during the year has resulted in holding 20 white "whisky peddlers" for the action of the grand jury under the law making the selling or giving of liquor to natives a felony. The appropriation of \$12,000 for the enforcement of this law should be renewed, as it is beyond question that the sale of liquor to the Alaskan Indians, if continued, can not fail to destroy the race. From 3,500 to 4,000 natives have received substantial benefit from the action of the Government in 1892 in introducing reindeer, which now number about 35,000.

The Territory entirely lacks any adequate laws for the protection of public health. There is no provision for establishing quarantine to prevent the introduction or spread of contagious diseases except in the incorporated towns. In like manner there is no law to enforce any of the ordinary rules of sanitation. The result is disastrous to the natives and also a menace to the white population, chiefly on account of the communication to it of diseases prevalent among the natives. There is no law in the Territory for the registration of marriages, births, or deaths. Such records are important to the public

and to the protection of property rights, especially of widows and orphans. Some general law should be passed upon the subject without waiting for any change in the form of territorial government.

The Government expends about \$240,000 annually for education in Alaska, and in addition the incorporated towns expend for schools a considerable sum. The public schools outside of the incorporated towns have been administered by the governor's office more efficiently than hitherto. Better methods of accounting have been introduced and manual training departments have been established in some of the larger schools. The statutory limit of \$1,000 for the construction of a school building is reported to be insufficient to cover the cost. The suggestion is made that the maximum should be raised to \$2,500, so that buildings may be constructed at a cost varying from this maximum to \$1,200, which is the smallest amount for which a suitable building can be constructed in any of the towns. To make the system effective the law should compel attendance. This is especially necessary for the native children, for whom there are about 80 schools, administered by the Bureau of Education through a general superintendent and four district superintendents in Alaska.

Alaska's greatest resources are her minerals, and in the development of these the precious metals still hold the predominant place. The shipments of domestic gold and silver to the States during the last fiscal year amounted to \$15,171,008, a sum greater than the value of the shipments of other commodities combined, and but slightly less than the importation of merchandise into Alaska from the States. The statistics of commerce have shown an increase in the value of the shipments other than gold and silver from Alaska to the States. Canned salmon and copper ore were the items which increased most. The increase in the copper shipments was largely in the last three months of the fiscal year, because of the completion of the Copper River Railroad and a larger increase is to be expected. The coal used in Alaska for all purposes during the year was 116,000 tons. The prices on the coast have ranged from \$10 a ton at Juneau to \$21.30 at Nome. The inadequate laws, the pending contests on private entries, and the general withdrawal of the coal lands have combined to prevent the development of Alaskan coal. The coal used has been imported and less than one-third of it has come from the United States. In the interior, wood is the fuel in general use for all purposes, while on the coast oil is supplanting coal, and the railroads and steamship lines of Alaska and the interior Pacific coast are being equipped for this fuel, the supply for which is drawn from the California oil fields. The fishing industry stands second to mining in its productiveness. It employs upward to 15,000 persons, and \$20,000,000 has been invested. The finished product had an export value of over \$10,000,000, which is an increase of over

\$2,000,000. The recent season was the most prosperous ever experienced, due chiefly to an increase in the prices of the product, although it is probable that the pack of canned salmon was the largest ever produced. The halibut fishery quadrupled its output in 1910 and more than quadrupled the price received for it, which that year was over \$800,000. The statistics for the season of 1911 when completed are expected to show a still further increase.

Many changes in the laws and regulations are necessary for the encouragement and protection of the fisheries. The effective co-operation of Federal and local authorities for this purpose could be brought about by such a commission as has been suggested. The governor's report, however, calls attention to some changes which should be made immediately, such as prohibiting the taking of herring for the manufacture of fertilizer and oil; the regulation of the number of salmon canneries; the readjustment of taxes; the maintenance of public fish hatcheries, and the discontinuance of the system under which the maintenance of private hatcheries entitles the canning establishments to tax rebates. The governor also calls attention to the need of additional legislation for the better protection of the fur-bearing animals.

During the year \$548,447 worth of lumber was shipped from the United States to Alaska, being about the same amount that has been shipped annually for the past five years. The record of timber cut from the national forests in Alaska during the past year shows over 28,000,000 board feet, for which approximately \$30,000 was paid. Timber outside of the national forests is used for domestic and other local purposes and the regulations governing its use are now undergoing revision with a view to making this timber more readily available.

The report of the governor contains many other suggestions and discusses conditions in detail. It should receive careful consideration by Congress.

ARIZONA AND NEW MEXICO.

The time draws near when the governmental affairs of Arizona and New Mexico will have no place in the annual report of the Secretary of the Interior. Under the enabling act of Congress approved June 20, 1910 (36 Stat., 57), a convention was elected in each Territory and framed a State constitution, which was approved by a vote of the people in January, 1911. On August 21, 1911, the President approved a joint resolution (37 Stat., 39) authorizing him to issue his proclamation admitting Arizona and New Mexico into the Union on the following conditions:

That there should be submitted to and adopted by the voters of Arizona a substitute for Article VIII of the pending constitution excepting the judiciary from the operation of recall by popular vote.

In that event the Territory will be admitted to statehood upon the completion of the necessary formalities.

That there should be submitted to the electors of New Mexico for adoption or rejection a substitute for Article XIX of the pending constitution providing an easier method of amendment in the future. The governor reports that this substitute was adopted at an election held November 7, when State officers and Representatives in Congress were also voted for. The issuance of the President's proclamation awaits the due certification of the results of this election.

Both Territories have developed sufficiently to fully justify their admission into the Union. Arizona's population is estimated at 225,000, an increase of approximately 10 per cent since the census of 1910 was taken. That of New Mexico was 327,301 in 1910, and is now estimated at 340,000. The increase of population is especially notable in the irrigated valleys, and therefore indicates not only present but permanent stability and prosperity. The annual revenues of each Territory slightly exceed \$1,000,000. The annual expenditures of Arizona are slightly in excess of, and those of New Mexico slightly less than, said sum. The assessed valuation of the taxable property of Arizona is \$98,032,708.64 and that of New Mexico \$60,048,880.75, an increase of \$11,906,482.29 and \$1,735,754.57, respectively, over 1910. The tax rate for each Territory is 10 mills, and the debt of each slightly less than \$1,000,000.

HAWAII.

The jurisdiction of the Department of the Interior over Hawaii is exceedingly limited. While the governor and some other territorial officials are appointed by the President, the islands are largely self-governing, under authority and limitations contained in the acts of Congress. Under the joint resolution of July 7, 1898, providing for annexing the Hawaiian Islands to the United States, Congress provided that the existing laws of the United States relative to the public lands should not apply to such lands in the Hawaiian Islands, but that special laws for their management and disposition should be enacted by Congress. Certain changes were made by intermediate legislation, and in 1910 Congress, by the act of May 27 of that year, made many important changes in the laws relating to public lands in the Territory. It has been held by this Department that there is no appellate jurisdiction in the Secretary of the Interior respecting decisions of the territorial officers in regard to the public lands, and this Department has never been called upon to administer those laws. It has occasionally been asked for advice by the territorial authorities, and on one occasion an appeal was attempted but dismissed.

The annual report of the governor of Hawaii points out that imports and exports aggregated \$69,451,163, which, although less by \$2,173,796 than for the preceding year, was greater by \$7,226,984

than the largest amount before that; they have increased 125 per cent in the 11 years of territorial government. The imports were \$27,512,580, an increase of \$2,374,333, and the exports \$41,938,583, a decrease of \$4,547,829. About 90.5 per cent of the trade was with the mainland of the United States, the imports from which have practically doubled within seven years. The inward tonnage was 1,343,876, an increase of 35,075, and the outward tonnage slightly greater. The tonnage has increased 40 per cent during territorial government. Nearly 95 per cent in value of the freight was carried in American bottoms. The customs receipts were \$1,654,761.34, an increase of \$79,442.19, and larger than for any preceding year; the total thus paid into the Federal Treasury since the organization of territorial government is \$14,913,460.86. The internal-revenue receipts were \$218,739.14, an increase of \$19,606.63, and larger than for any preceding year; they have aggregated \$956,204.32 during the period of territorial government.

The current receipts of the territorial government were \$3,482,560.84, a decrease of \$158,684.51. The disbursements, including payments to counties and transfers to special funds, were \$3,584,517.61, an increase of \$320,153.41. The net cash balances in all revenue accounts aggregated \$1,101,051.72 at the close of the year, an increase of \$287,449.60. The counties collected \$267,275.56 for themselves in addition to \$1,184,564.11 paid to them by the Territory. Thus the total public revenues, territorial and county, aggregated \$3,749,836.40, of which \$2,297,996.73 went to the Territory and \$1,451,839.67 to the counties.

Bonds bearing 4 per cent interest were paid to the amount of \$75,000, leaving at the close of the year a total bonded debt of \$4,004,000, or 2.59 per cent of the assessed value of property. Such assessed value was \$154,584,032, an increase of \$4,315,565. There are no county bonds.

Bank deposits at the close of the year were \$15,310,263.51, an increase of \$1,985,957.97; 5 new banks were established. The capitalization of domestic corporations was \$156,873,028, an increase of \$4,837,503; 51 new corporations were created and 7 old ones dissolved.

The population of the Territory is 191,909, an increase of 37,908, or 24.62 per cent since 1900; of Honolulu, 52,183, an increase of 12,877, or 32.76 per cent. The population by races is as follows: Hawaiians, 26,041, a decrease of 3,746; part-Hawaiians, 12,506, an increase of 4,658 (of these 8,772 are Caucasian-Hawaiians and 3,734 Asiatic-Hawaiians); Portuguese, 22,303, an increase of 6,628; Spanish, 1,990, and Porto Ricans, 4,890 (both new); other Caucasians, 14,867, an increase of 4,290; Chinese, 21,674, a decrease of 4,088; Japanese, 79,674, an increase of 18,559; and all others (including 4,533 Koreans, 158 blacks, 537 mulattoes, and 2,736 others), 7,964, an increase of 4,727.

NATIONAL PARKS AND RESERVATIONS.

The policy of setting aside tracts of land in various sections of the United States as pleasure grounds for the people was inaugurated by Congress by the act of March 1, 1872, in establishing the Yellowstone National Park in Wyoming, and thereafter from time to time other lands in various sections of the country were set aside for such purpose and as a practical means of preserving the wonders of nature therein from desecration. These reservations now aggregate 12 in number, embracing over 4,500,000 acres, to which should be added the Grand Canyon of the Colorado River, for the creation of which as a national park recommendations have heretofore been submitted.

The areas of these parks, with date of establishment of each, are as follows:

Name.	Date of establishment.	Acres.
Yellowstone, in Wyoming, Montana, and Idaho.....	Mar. 1, 1872	2,142,720.00
Yosemite, in California.....	Oct. 1, 1890	719,622.00
Sequoia, in California.....	Sept. 25, 1890	161,597.00
General Grant, in California.....	Oct. 1, 1890	2,536.00
Mount Rainier, in Washington.....	Mar. 2, 1899	207,360.00
Crater Lake, in Oregon.....	May 22, 1902	159,300.00
Wind Cave, in South Dakota.....	Jan. 9, 1903	10,522.00
Sullys Hill, in North Dakota.....	Apr. 27, 1904	780.00
Platt, in Oklahoma.....	{ July 1, 1902 Apr. 21, 1904	848.22
Mesa Verde, in Colorado.....	June 29, 1906	42,376.00
Five-mile strip for protection of ruins.....	.....do.....	175,360.00
Hot Springs Reservation, in Arkansas.....	June 16, 1880	911.63
Glacier, in Montana.....	May 11, 1910	981,681.00
Total.....		4,606,153.85

Public interest in these national reservations, not only in this country, but abroad, is constantly increasing, as is indicated by the number of visitors thereto. During the past year the total number of visitors to all these parks aggregated approximately 224,000, as against 198,506 in 1910. There is every reason to believe that travel thereto will be greatly augmented in the future, especially during 1915, when the Panama-Pacific International Exposition will be held in San Francisco, and the various transcontinental roads will doubtless provide a transportation rate calculated to attract visitors to the various reservations as well as to the exposition.

For the purpose of bringing together the superintendents of the various parks, and discussing the many difficult problems presented in the administration of the affairs of each, I presided at a conference held under my direction in the Yellowstone National Park in September, 1911, at which there were in attendance the Assistant Secretary, the chief clerk, and other representatives of this Department, representatives of the Departments of Agriculture and War, the various transcontinental railroads, and of concessionaires in the several reservations. Many phases of park administration were dis-

cussed, including hotel accommodations, public transportation, construction of roads, trails, and bridges, fire protection, forestry, protection of game, and the enforcement of the park regulations generally. This conference should result in more effective administration than it has heretofore been practicable to secure. The consensus of opinion, however, at the conference was that development of the national reservations should proceed along more liberal lines than has heretofore obtained, and that the supervision of the activities of the various parks should be centralized in a bureau especially charged with such work.

There are hereto appended tables giving the location, date of establishment, area, private holdings, if any, the number of visitors, and the special characteristics of the various national parks under the supervision of the Secretary of the Interior; the appropriations made by Congress for the protection and improvements thereof during 1911 and for five years prior thereto, as well as the revenues derived from leases, privileges, and concessions in said reservations received during the said period.

NATIONAL MONUMENTS AND PRESERVATION OF AMERICAN ANTIQUITIES.

By an act approved June 8, 1906, entitled "An act for the preservation of American antiquities," the President of the United States is authorized, "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments." Under such authority the President has created the following monuments:

National monuments administered by Interior Department.

Name.	State.	Date.	Area.
			<i>Acres.</i>
Devils Tower.....	Wyoming.....	Sept. 24, 1906	1,152
Montezuma Castle.....	Arizona.....	Dec. 8, 1906	160
El Morro.....	New Mexico.....	do.....	160
Chaco Canyon.....	do.....	Mar. 11, 1907	20,629
Muir Woods ¹	California.....	Jan. 9, 1908	295
Pinnacles.....	do.....	Jan. 16, 1908	2,080
Tumacacori.....	Arizona.....	Sept. 15, 1908	10
Navajo ¹	do.....	Mar. 20, 1909	1,600
Mukuntuweap.....	Utah.....	July 31, 1909	15,840
Shoshone Cavern.....	Wyoming.....	Sept. 21, 1909	210
Natural Bridges ¹	Utah.....	Sept. 25, 1909	2,740
Gran Quivira.....	New Mexico.....	Nov. 1, 1909	100
Sitka.....	Alaska.....	Mar. 23, 1910	57
Rainbow Bridge ¹	Utah.....	May 30, 1910	160
Lewis and Clark Cavern.....	Montana.....	May 16, 1911	160
Colorado.....	Colorado.....	May 24, 1911	13,883
Petrified Forest.....	Arizona.....	July 31, 1911	25,625

¹ Donated to the United States.

² Estimated area.

³ Within an Indian reservation.

⁴ Based on 15 known ruins with a reserved area of 40 acres surrounding each ruin. Exterior limits of tract specified in proclamation contain 918,310 acres.

⁵ Originally set aside by proclamation of April 16, 1908, and contained only 120 acres.

By proclamation of May 24, 1911, a new national monument under the Department has been created, designated as the Colorado National Monument, Colorado. The lands embraced within this reservation are in part identical with those included within the boundaries of the Monument National Park proposed in H. R. 22549, introduced in the Sixty-first Congress, which failed of passage. The monument, however, contains nearly 5,000 acres of land less than the area proposed to be segregated by the national-park bill.

In the case of the Lewis and Clark Cavern Monument, Montana, set aside by proclamation of May 11, 1908, a new proclamation was issued on May 16, 1911, more specifically defining the boundaries thereof.

The Pinnacles National Monument, California, was set aside by a proclamation dated January 16, 1908, at which time it was under the supervision of the Secretary of Agriculture, being within a national forest. By proclamation dated December 12, 1910, the lands on which this monument is located were eliminated from the national forest, and since that date it has been under supervision of the Secretary of the Interior.

The Petrified Forest National Monument, Arizona, was originally set aside on December 8, 1906, with an area of 60,776 acres. The definite location of the principal deposits of silicified wood was not known, the intention being to reduce the area after the lands could be examined and the location of the valuable deposits determined. During the year Dr. George P. Merrill, head curator of geology, National Museum, visited the reservation at the instance of this Department, and submitted a report thereon recommending the reduction of the metes and bounds of the reservation and suggesting the segregation of such portions thereof as are desirable for the use of collectors having permits under the act of June 8, 1908, to take specimens of silicified wood from the reservation. This report met with the approval of the Department, and accordingly, on July 31, 1911, a new proclamation was issued reducing the area of the Petrified Forest National Monument to 25,625 acres.

The supervision of these various monuments has, in the absence of any specific appropriation for their protection and improvements, necessarily been intrusted to the field officers of the Department having charge of the territory in which the several monuments are located. This supervision in many instances is necessarily limited, and considerable difficulty has been experienced in protecting the monuments from vandalism, unauthorized exploration, and spoliation. It is recommended that adequate appropriation be made by Congress for the protection and improvement of these reservations. Only such monuments as in the judgment of the Secretary of the Interior are subject to depredations by vandals and unauthorized collections on the part of the public should be provided with a custodian or superintendent.

The following national monuments are not administered by the Secretary of the Interior. Those that should be continued should be placed under the proposed Bureau of National Parks.

National monuments administered by Department of Agriculture.

Name.	State.	Date.	Area.
			<i>Acres.</i>
Glacier Cave.....	California.....	May 4, 1905	15,120
Golden Peak.....	Idaho.....	do.	11,280
John Gifford Swellings.....	New Mexico.....	Nov. 16, 1907	160
Panola.....	Arizona.....	Dec. 19, 1907	1,640
Sequoia Canyon.....	Idaho.....	Jan. 11, 1905	906,400
Devils Cave.....	South Dakota.....	Feb. 7, 1906	11,280
Wheeler.....	Colorado.....	Dec. 17, 1906	300
Moran Cynopsis.....	Washington.....	Mar. 2, 1909	1,608,640
Geopline Caves.....	Oregon.....	July 15, 1909	480
Devils Postpile.....	California.....	July 6, 1911	800

- Estimated area.

National monuments administered by War Department.

Name.	State.	Date.	Area.
			<i>Acres.</i>
Big Hole Battlefield.....	Montana.....	June 22, 1910 ¹	5

¹ Set aside by Executive order.

ELEEMOSYNARY INSTITUTIONS.

GOVERNMENT HOSPITAL FOR THE INSANE.

On June 30, 1911, there remained in the hospital 2,862 patients, as against 2,916 remaining on June 30, 1910, a decrease of 54 from the previous year. During the year there were admitted 623 patients, a decrease of 27 from the previous year. The number of admissions added to the number remaining on June 30, 1910, makes a total of 3,539 patients under treatment during the last fiscal year, being an increase of 37 over the previous year. The daily average population for the year was 2,584, as against 2,872.91 for the previous year, thus showing an increase of 11.09. Of the total number of patients admitted, 401 were from civil life, 215 from Army and Navy, and 7 from the Public Health and Marine-Hospital Service.

In prior annual reports attention has been called to the fact that existing laws governing the commitment of the various classes of insane persons to the hospital do not adequately meet the present conditions and need revision, and to the necessity for outlining some definite policy with reference to the future growth of the institution.

Under the present laws, in the commitment of the insane from the District it is necessary to try each case in open court and in the presence of a jury. The necessity for such course is of doubtful propriety, as it can only have the effect of humiliating both the patient and the patient's relatives and has a deleterious effect upon the con-

dition of the person whose mental status is under investigation. In a majority of the States the presence in court of the party whose sanity is to be inquired into is discretionary with the court, and likewise the trial by jury is in the discretion of the court. Persons not residents of the District are frequently arrested, tried, and convicted of vagrancy and other misdemeanors, sentenced for short periods in one of the correctional institutions of the District, and thereafter becoming insane are transferred to the Government Hospital, and their relatives being unknown they become a perpetual charge on the United States.

The law providing for the transfer to this institution of persons charged with crime in the custody of Federal officers or after conviction likewise needs revision. During the period when Indian Territory was practically under the supervision of the Secretary of the Interior it was customary, because they had no place in which to confine the insane in that Territory, to transfer persons committing minor or other offenses in that district, on the slightest evidence of temporary mental aberration, to the Government Hospital for the Insane; and even at the present time United States prisoners convicted in various sections of the country and serving short sentences becoming temporarily insane or mentally incompetent are at once transferred to the Government Hospital; whereas if they had been cared for in the district in which the crime was committed, after the serving of the sentence they would be immediately turned over to the custody of those charged with the care of the insane in the community of which they were legal residents, and the United States be not charged with their care and treatment.

After careful consideration of all the circumstances, and as a result of conferences between officials of this Department and other departments of the Government interested in the matter, a committee was organized consisting of the following: Surg. Gen. George H. Torney, representing the Secretary of War; Surg. A. W. Dunbar, representing the Secretary of the Navy; Robert V. La Dow, superintendent of prisons, representing the Attorney General; Maj. William V. Judson, Corps of Engineers, United States Army, representing the District of Columbia; Mr. Scott C. Bone, representing the board of visitors; and Dr. William A. White, superintendent of the hospital, representing the Secretary of the Interior. The committee was instructed as follows:

1. To investigate and report on any defects in the laws governing the conduct of the institution and the commitment of patients thereto.
2. To investigate and report on the advisability of continuing therein patients committed from the District, and from the Army and Navy, from distant points.
3. To recommend as to the policy to be adopted relating to the growth of the institution, and the matter of additional lands, buildings, equipment, etc.

4. To report on the present conduct of the institution, and to make any recommendations necessary for the improvement of the service and the advancement of the interests of the inmates.

The report of the above-mentioned committee has been submitted and is now under consideration.

FREEDMEN'S HOSPITAL.

There were 2,900 indoor patients treated in this institution during the year, an increase of 31 over the preceding year. One thousand eight hundred and eighty-two cases were received from the District of Columbia and 1,018 from various States. Two thousand seven hundred and twenty-four were discharged, of whom 1,416 recovered, 919 improved, 138 were unimproved, 17 were not treated, and 234 died. The number of patients remaining in the hospital at the close of the year was 176. Of the deaths reported, 57 were beyond medical and surgical aid when received. The surgical work has been very heavy during the past year, involving 1,767 operations, an increase of 285 over the previous year. In the out-patient department, 4,839 were treated, an increase of 1,113 over last year.

The account with the Board of Charities of the District of Columbia shows an unpaid balance of \$73,505.71. It is hoped that the Commissioners of the District may see their way clear to include in future estimates to Congress a sum sufficient to cover the contract price for the care of all patients who have been admitted to the hospital as residents of the District of Columbia. The bill rendered during the past year for the care and treatment of this class of patients amounted to \$37,139.36, or \$11,639.36 more than the appropriation received for this purpose.

The training school of nursing has completed its seventeenth year of work and is represented by 217 graduates. These women are engaged successfully in private nursing and not a few are engaged in institutional work in various parts of the country. At the graduating exercises held on May 19, 1911, 13 nurses received their diplomas.

HOWARD UNIVERSITY.

Howard University was incorporated by the act of March 2, 1867 (14 Stats., 338). The purpose of the incorporation named in the first section of the act was "for the education of youth in the liberal arts and sciences." The incorporators were declared to be "a body politic and corporate, with perpetual succession," etc. Control was vested in a board of 17 trustees.

The incorporators and their successors were authorized to take for the university property, of any character, "by gift, devise, grant, donation, bargain, sale, conveyance, assurance, or will;" to transfer or lease any of the property of the university; and to place at interest,

in such manner as a majority of the incorporators or their successors should decide, any money belonging to the university, and with the general powers usually conferred on corporations with reference to the right to sue and be sued in any courts of law and equity, in actions of any character. Congress reserved the right to alter, amend, or repeal the act of incorporation.

The enrollment of the university for the past year was 1,382. The international character of the institution is shown by the fact that these students came from 37 States and 11 foreign countries—from British West Indies 83, British Guiana 7, Cuba 6, Porto Rico 5, Africa and South America 3, and from Dutch West Indies, Bermuda, Liberia, and the Republic of Panama 1 each. Two hundred students completed their studies in the institution, of whom 129 received degrees as follows: Twenty-eight M. D.; 17 D. D. S.; 8 Phar. D.; 28 LL. B.; 6 B. D.; 37 A. B.; and 5 Ped. B.

The school of theology receives no aid from Congress, but is supported entirely through endowments and special gifts. It requires no doctrinal tests, is interdenominational, and is open for all who are preparing for greater efficiency in moral and religious work.

No appropriation was made by Congress for the support of the university until March 3, 1879, although it was established in 1867. In 1879, \$10,000 was appropriated "for maintenance." From March 3, 1879, to June 30, 1911, Congress has appropriated for this institution a total of \$1,386,340, divided as follows: For maintenance, \$894,700; for scientific building and equipment, \$90,000; for addition to the manual-training building, \$23,000; for tools, books, and improvement of grounds and buildings, equipment of different departments, chemical apparatus, fuel, light, etc., \$360,300; and for the construction of a building for coal storage and for other improvements to the university plant, \$18,340.

The only buildings erected from appropriations made by Congress are the scientific building, the addition to the manual-training building, and the building for the storage of coal, but for many years separate appropriations have been made for the repairs of buildings and the improvement of grounds. For several years past these two items have been combined in making the appropriations.

A report of the secretary of the university, dated November 10, 1911, shows that on September 30, 1911, the total value of all property belonging to the university was \$1,660,748.64, of which \$395,504.46 represents endowments. The total amount appropriated by Congress for the university is \$1,386,340; the sum of the endowments and the appropriations is \$1,781,844.46. The plant, therefore, as it stood on September 30, was worth \$121,095.82 less than the aggregate amount of the endowments and the total amount appropriated by Congress for all purposes.

As the law now exists, this Department has no representation on the board of trustees, although it has for several years given administrative examination to the accounts of the special disbursing officer handling appropriations made by Congress for the university. Neither has the Government any title to the buildings erected or improvements made to the buildings from congressional appropriation. At the beginning of the present fiscal year, however, the Secretary of the Interior has, under his general supervisory power and for administrative reasons, directed the disbursing officer of this Department to disburse all moneys appropriated by Congress for this institution. The president of the university, in his report for the last fiscal year, says: "It has become increasingly evident that the institution must depend for the years to come almost entirely on Government support and current receipts from tuition in the several departments." Considering the magnitude of the appropriations made by Congress for the maintenance, improvement, etc., of the university, and the statement of the president thereof, it is manifest that the Government should have greater supervision over the institution, and it is therefore recommended that the act of incorporation of March 2, 1867, be so amended as to give the Government a proper representation on the board of trustees, that appropriations made by Congress shall be expended under the direction of the Secretary of the Interior, and that the institution be required to protect the United States against possible transfer or loss of the lands upon which buildings have heretofore or may hereafter be erected from funds provided by the Government.

COLUMBIA INSTITUTION FOR THE DEAF.

This Department has no supervision over the expenditures of the appropriation made by Congress for, or general supervision over, the administration of the affairs of the Columbia Institution for the Deaf. Under existing law the only duty imposed upon the Secretary of the Interior in relation to this institution is the reception of the annual report thereof and the admission of indigent deaf mutes of the several States and Territories to that institution for instruction in the collegiate branch thereof. In my judgment this Department should either be given control of the expenditure of the appropriation and the administration of this institution, or it should be divested of the minor authority now conferred upon it by law, and the entire control and management of the Columbia Institution for the Deaf vested in the president and board of directors thereof, they being required to report directly to Congress as to the administration of the institution.

MARYLAND SCHOOL FOR THE BLIND.

Section 2 of the act of Congress approved May 29, 1858 (11 Stat., 204) authorizes the Secretary of the Interior to place for instruction in an institution for the blind, in the State of Maryland or some other

State, the indigent blind children of teachable age who are children of persons actually engaged in the military and naval service of the United States, and under section 4869, Revised Statutes of the United States, the blind children of teachable age belonging to the District of Columbia.

The act of May 26, 1908 (35 Stat., 295), making appropriations for the District of Columbia, provided that after July 1, 1908, a contract should be entered into by the Commissioners of the District of Columbia for the instruction, in Maryland or some other State, of indigent blind children of the District, appropriated \$6,000 for the purpose, and repealed the permanent indefinite appropriation under section 3689 of the Revised Statutes. Inasmuch as the Secretary of the Interior, by section 2 of the act of May 29, 1858 (11 Stat., 293), was also charged with providing for the instruction of the blind children of all persons in the military and naval service of the United States, while such persons are actually in such service, the expense to be defrayed from the permanent indefinite appropriation above referred to, the question was submitted to the Comptroller of the Treasury as to whether that appropriation was repealed so far as to be no longer available for the instruction of this class of beneficiaries. In an opinion rendered October 27, 1908, the Comptroller of the Treasury held that the act of May 26, 1908, *supra*, only repealed the provisions of section 3489 of the Revised Statutes to the extent that said section provides for the education of the blind children of the District of Columbia, and that the permanent indefinite appropriation in question is still available for instructing the blind children of all persons in the military and naval service of the United States, in some institution in Maryland or some other State, and that the Secretary of the Interior is authorized to continue to issue permits for the instruction of such children. No permits for this class of beneficiaries were issued during the past year.

SUPERINTENDENT OF THE UNITED STATES CAPITOL BUILDING AND GROUNDS.

The superintendent in his annual report calls attention to the increased administrative service now rendered. In 1905 supervision was exercised over the Capitol Building and Grounds; the Courthouse and Court of Claims Building. Since that date there have been added the Senate and House Office Buildings, the heating, lighting, and power plant for the Capitol and other congressional buildings, and subways connecting the Capitol with the Office Buildings; the court of appeals addition to the courthouse.

The improvements and repairs in the Capitol and Senate and House Office Buildings have been carried on successfully. The central

portion of the Capitol and the Dome has been cleaned down and painted; the walls and corridors leading from the crypt in the basement story northward to the Senate wing and those leading northward from the Rotunda were repaired and refinished to conform to the surroundings; an iron stairway has been constructed leading from the corridor in front of the Senate post office, basement story, to the subbasement floor below, landing directly at the entrance to the subway connecting the Capitol with the Senate Office Building. Committee rooms and other rooms have been painted and decorated and plumbing fixtures have been installed. Statuary Hall has been thoroughly overhauled and the walls and ornamental ceiling painted. New chandeliers have been installed in a number of rooms.

The practical completion and satisfactory operation of the new congressional heating and power plant has supplied the Capitol, the Senate and House Office Buildings, and, in a large measure, the Library of Congress during the past year with light, heat, and power.

The expenditures were as follows: Capitol Building and repairs, \$39,450; improving the Capitol grounds, \$32,100; lighting Capitol grounds, etc., \$100,000; engine house, Senate and House stables, \$1,500; repairs to courthouse of District of Columbia, \$10,000; Court of Claims Building, \$3,831.

GENERAL EDUCATION BOARD.

This corporation, which was created by the act of Congress approved January 12, 1903, section 6 of which requires the corporation to annually file with the Secretary of the Interior a report, in writing, stating in detail the property, real and personal, held by the corporation, and the expenditure or other use or disposition of the same, or the income thereof during the preceding year, has for its object the promotion of education within the United States. The corporation owns no real estate, its property consisting of securities and money divided into various funds, according to the purpose for which it is to be used.

On June 30, 1911, the capital funds belonging without restriction to the board amounted to \$32,246,377.29, invested as follows: Bonds, \$15,786,229.65; stocks, \$16,430,758.68; cash, \$29,388.96.

The income from the above funds, including income earned but not received and gain on securities sold amounting to \$20,594.65, amounted during the year to \$1,861,073.15. A gift from Mr. John D. Rockefeller from the income of the special fund in the hands of the board increased this by \$200,000, and the unexpended balance from previous year, amounting to \$3,636,778.37, brought up the total undisbursed income to \$5,697,851.52.

The disbursements during the year were as follows:

Payments on account of appropriations to colleges, universities, etc..	\$1, 307, 878. 86
Payments on account of appropriations for farmers' cooperative demonstration work carried on by the United States Department of Agriculture	113, 251. 62
Payments made on account of appropriations for salaries and expenses of professors of secondary education in Southern States.....	29, 859. 79
Expenses.....	34, 139. 44
Total.....	1, 485, 129. 71

This leaves an undisbursed balance of income on June 30, 1911, of \$4,212,721.81. It is invested as follows: Bonds, \$2,472,582.05; stocks, \$805,963.29; income receivable, \$204,844.35; cash, \$729,332.12

It should be noted, however, that against this balance there are unpaid appropriations amounting to \$4,158,668.89.

The John D. Rockefeller special fund is a fund which Mr. Rockefeller controls both as to principal and income. During the year the board, at his direction, gave from the principal \$9,912,540.74 to the University of Chicago, one-tenth to be delivered January 1 of each year for 10 years; \$924,707.63 was also given during the year to the Rockefeller Institute for Medical Research, of New York. This leaves an undisbursed balance of the fund amounting to \$1,568,141.54, which is invested as follows: Bonds, \$242,135; stocks, \$1,225,940.15; cash, \$100,066.39.

The income from this fund during the year was \$561,591.42, which, added to the balance from the previous year, makes a total of \$1,033,966.14. Disbursements during year were as follows: -

Gifts to the University of Chicago.....	\$112, 600. 00
Gift to general education board income account.....	200, 000. 00
Expenses.....	2, 796. 23
Total.....	315, 396. 23

This leaves a balance of \$718,569.91, which is invested as follows: Bonds, \$441,973.65; stocks, \$2,625; income receivable, \$97,855; cash, \$176,116.26.

The Anna T. Jeanes fund, the income to be used for negro rural schools, amounts to \$200,000. It is invested as follows: Bonds, \$182,877.51; stocks, \$16,645; cash, \$477.49.

The income from this fund during the year was \$9,206.81. Added to the balance from the previous year the total available income amounted to \$13,711.51. Of this, \$8,589.25 was appropriated and paid to various schools, leaving a balance of \$5,122.26, all in cash.

During the year all securities and funds held by the board for the Rockefeller Institute for Medical Research were turned over to the board of trustees of that corporation.

IMPROVEMENTS AT LAWTON, OKLAHOMA.

By the act of Congress approved March 27, 1908 (35 Stat., 49), it was provided—

That the Secretary of the Interior be, and he is hereby, authorized and directed to plat and sell in accordance with section twenty-three hundred and eighty-one of the Revised Statutes of the United States the following-described tract of land, to wit: The south half of section thirty, township two north, range eleven west, of the Indian meridian, in the State of Oklahoma: *Provided*, That the Secretary of the Interior shall reserve from said tract of land, when surveyed, one block for public-park and two blocks for public-school purposes, and shall cause to be erected two suitable school buildings out of the proceeds arising from said sale, the remainder of proceeds, after deducting the expenses necessary to carry out the provisions of this act, to be converted into and become a part of the fund belonging to the Comanche, Kiowa, and Apache Tribes of Indians: *Provided further*, That said sale shall be made as soon as practicable after the approval of this act.

The act of Congress approved February 18, 1909 (35 Stat., 636), provides for extension of time of payments on certain homestead entries in Oklahoma, and amends the above act in the following language:

The Secretary of the Interior is hereby authorized, in his discretion, to extend the time of payments to the purchasers and their assigns applying therefor upon the lots sold, or to be sold, in pursuance of an act entitled "An act providing for the platting and selling of the south half of section thirty, township two north, range eleven west, of the Indian meridian, in the State of Oklahoma, for town-site purposes," approved March twenty-seventh, nineteen hundred and eight, and the Secretary of the Interior is authorized to permit the unpaid purchase money for such lots to be paid in such installments and at such times as he may deem proper: *Provided, however*, That said purchasers or their assigns shall be required to pay interest on all such deferred payments sufficient to pay the Kiowa, Comanche, and Apache Indians four per centum interest on the payments so deferred, and to pay the local authorities entitled to receive the same the equivalent of the State, county, city, and school tax at the legal rate upon such valuation as the Secretary of the Interior may determine, and to which the lots would be liable if patented, such extension of time not to exceed four years from the date of the approval of this act: *Provided, further*, That not exceeding one-half of the amount which may be set aside by the Secretary of the Interior, under the act above referred to, for the construction of two school buildings may be applied by the Secretary of the Interior to such other improvements as he may deem for the public welfare.

By section 30 of the act of May 29, 1908, 20 per cent of receipts of sales from the above-mentioned source was set aside for use in connection with the construction of a courthouse and post-office building at Lawton, Oklahoma. The attention of the Secretary of the Treasury was called to the provisions of the foregoing acts, and he has set aside for the use of this department from the proceeds the sum of \$147,047.03.

Thereafter plans and specifications were prepared for a 10-room schoolhouse to be located on block 31 of the north addition to Lawton and designated as school building No. 1. Contract for the work was let to the McHenry-Beatty Co., of East Liverpool, Ohio, and the

building was completed at a total cost, including sidewalks, architect's fees, and supervision of work, of \$54,822.96. Contract was also let to E. M. Eby for the construction of a sanitary sewer, which was completed at a total cost, including plans and supervision of work, of \$25,867.94. The building and sewer were formally accepted and turned over to the authorities of Lawton and are now in use.

On April 24, 1911, contract was let, after due advertisement, to the same firm for construction of an additional 10-room school building, to be located on block 26 of the north addition to Lawton, and to be designated as school building No. 2, and for the laying of sidewalks around it. The work is now in progress and, it is expected, will be completed early in 1912.

After deducting from the total proceeds of sales of lots, Lawton, Oklahoma, the amounts authorized by the acts of May 29, 1908, March 27, 1908, and February 18, 1909, the balance will, by operation of law, be "converted into and become a part of the fund belonging to the Comanche, Kiowa, and Apache Tribes of Indians."

MEMORIAL TO JOHN WESLEY POWELL.

The International Geological Congress in 1904 considered the advisability of the construction of a suitable memorial of life service to Maj. John W. Powell, Director of the United States Geological Survey, to be erected on the brink of the Grand Canyon of the Colorado, and appointed a committee for the purpose of promoting the project. Thereafter, in the sundry civil act approved March 4, 1909 (35 Stat., 992), Congress, among other things, provided:

MEMORIAL TO JOHN WESLEY POWELL: For the purpose of procuring and erecting on the brink of the Grand Canyon, in the Grand Canyon Forest Reserve in Arizona, a memorial to the late John Wesley Powell, with a suitable pedestal, if necessary, in recognition of his distinguished public services as a soldier, explorer, and administrator of Government scientific work, five thousand dollars: *Provided*, That the design for said memorial and the site for the same shall be approved by the Secretary of the Interior.

Thereafter, on March 4, 1909, the then Secretary of the Interior designated Dr. W. H. Holmes, Chief of the Bureau of Ethnology, Dr. C. D. Walcott, Secretary of the Smithsonian Institution, and Col. H. C. Rizer, chief clerk of the United States Geological Survey, as members of an advisory committee to assist him in determining the character of the monument and the selection of the best site. Finding it difficult to reach any definite conclusion regarding the character of the monument which would be appropriate and satisfactory without having a somewhat intimate acquaintance with the available sites for selection, the chairman of the committee, Dr. Holmes, visited the Grand Canyon in May, 1909, with a view to making the necessary observations. As a result of such visit the committee submitted a preliminary report recommending the selection

of "Sentinel Point," on the rim of the canyon, from which the view of the Granite Gorge is awe-inspiring, as being the most suitable site for the monument, which was approved by the Department, and the committee was authorized to look further into the matter of design and erection of the monument.

On October 19, 1910, the committee submitted a further report, stating, among other things, that—

In its report to you of June 24, 1909, the committee presented a number of suggestions that had been made touching the character of the proposed monument. After very full consideration the committee has concluded that the most feasible plan to follow is that embraced in the last-named suggestion there submitted, viz., a monumental seat or chair from which the canyon and the river could be viewed.

A model of this plan is presented herewith.

It is proposed to insert in the back of the chair a bronze medallion portrait of Maj. Powell with appropriate inscription. Owing to the limitations marked by the appropriation the committee finds that the only suitable material that can be adopted in construction is concrete.

It is therefore recommended that the committee be authorized to at once proceed to negotiate with responsible parties for effecting the above-indicated design. It is further recommended that the Director of the Reclamation Service be authorized to detail some competent person with experience to superintend the construction of the proposed design, the necessary expenses thus incurred to be paid from the sum of \$5,000 heretofore appropriated for the erection of this monument.

This report was approved by the Department October 20, 1910, since which time the committee has had the matter intrusted them under further consideration, and has submitted a tentative design and model for the monument which is now under consideration.

MARITIME CANAL CO. OF NICARAGUA.

Section 6 of the act of Congress approved February 20, 1889, entitled "An act to incorporate the Maritime Canal Company of Nicaragua" (25 Stat., 675), provides:

Said company shall make a report on the first Monday of December in each year to the Secretary of the Interior, which shall be duly verified on oath by the president and secretary thereof, giving such detailed statement of its affairs, and of its assets and liabilities, as may be required by the Secretary of the Interior, and any willfully false statement so made shall be deemed perjury, and punishable as such. And it shall be the duty of the Secretary of the Interior to require such annual statement and to prescribe the form thereof and the particulars to be given thereby.

The report of this corporation has been duly transmitted to Congress. In view of the fact, however, that the Maritime Canal Co. of Nicaragua has no relations whatever with this Department and the Secretary has no duty to perform thereto, except as specified in the above-mentioned law, it is recommended that the act be so amended as to require the corporation to submit directly to Congress such form of report as it may prescribe.

Very respectfully,

WALTER L. FISHER,

Secretary.

The PRESIDENT.

APPENDICES.

APPENDIX A.

Land Classification Work.

[Referred to on p. 30 of this report.]

Progress of coal classification and valuation.

STATUS ON JULY 1, 1910.¹

State.	Withdrawals outstanding.	Coal lands classified.	Valuation.	Valuation at minimum price.
	<i>Acres.</i> (¹)	<i>Acres.</i>		
Alaska.....		60,715	\$1,473,762	\$1,214,280
Arkansas.....				
Arizona.....	161,210			
California.....		7,720	585,086	154,404
Colorado.....	6,656,518	2,058,094	118,818,995	37,911,729
Montana.....	23,920,978	1,277,491	30,657,031	23,397,552
New Mexico.....	3,155,295	1,816,144	22,272,272	22,118,654
North Dakota.....		530,491	7,579,630	7,579,630
Oregon.....	379,452	80	1,600	1,600
Utah.....	5,897,958	468,040	14,981,435	6,957,177
Washington.....	2,210,847			
Wyoming.....	10,854,704	4,458,151	251,019,401	76,404,019
Total.....	53,236,962	10,676,926	447,389,212	175,739,045

¹ Correction of previous report.

² Area unknown.

STATUS ON JULY 1, 1911.

Alaska.....	(¹)			
Arkansas.....		60,715	\$1,473,762	\$1,214,280
Arizona.....	118,718			
California.....	239,903	7,720	585,086	154,404
Colorado.....	5,517,338	2,873,929	167,775,104	50,309,589
Idaho.....	6,985,417			
Montana.....	19,890,471	3,512,348	94,463,647	76,398,380
Nevada.....	92,141			
New Mexico.....	5,809,490	954,214	21,261,664	13,523,792
North Dakota.....	18,454,490	230,814	4,582,860	4,582,860
Oregon.....	3,521	1,897	49,909	37,919
South Dakota.....	2,375,263			
Utah.....	6,221,314	636,479	36,576,849	8,287,783
Washington.....	2,210,807	40	2,000	800
Wyoming.....	7,013,543	7,147,719	381,804,858	109,933,717
Total.....	74,932,416	15,425,875	708,575,739	264,443,524

¹ Area unknown.

STATUS ON DECEMBER 1, 1911.

Alaska.....	<i>Acres.</i> (¹)	<i>Acres.</i>		
Arkansas.....		60,715	\$1,473,762	\$1,214,280
Arizona.....	118,718			
California.....	239,903	7,720	585,086	154,404
Colorado.....	5,464,662	2,873,965	167,776,544	50,310,309
Idaho.....	1,606,262			
Montana.....	18,711,566	3,697,824	97,276,955	78,678,983
Nevada.....	92,141			
New Mexico.....	5,809,490	954,214	21,261,664	13,523,792
North Dakota.....	18,454,490	230,814	4,582,860	4,582,860
Oregon.....	3,521	1,897	49,909	37,919
South Dakota.....	2,034,131			
Utah.....	6,134,089	646,521	36,709,469	8,399,403
Washington.....	2,210,086	40	2,000	800
Wyoming.....	6,845,859	7,147,719	381,804,858	109,933,717
Total.....	67,724,918	15,621,429	711,523,107	266,836,437

¹ Area unknown.

Oil-land withdrawals.

State.	Withdrawals outstanding July 1, 1910. ¹	Fiscal year ended June 30, 1911.		Withdrawals outstanding July 1, 1911.	Period July 1, 1911, to Dec. 1, 1911.		Withdrawals outstanding Dec. 1, 1911.
		New withdrawals.	Restorations.		Withdrawals.	Restorations.	
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Alaska.....	230,400	(²)		(²)			(²)
Arizona.....	230,400			230,400			230,400
California.....	2,498,173	305,802	1,211,271	1,592,704	14,719		1,607,423
Colorado.....	87,474			87,474			87,474
Louisiana.....	414,720			414,720			414,720
New Mexico.....	419,901			419,901		419,901	
Oregon.....	74,849			74,849			74,849
Utah.....	581,566			581,566			581,566
Wyoming.....	255,461	334,802	21,448	568,815		170,333	398,482
Total.....	4,562,544	640,604	1,232,719	3,970,429	14,719	590,234	3,394,914

¹ Correction of previous report.² Unsurveyed.*Phosphate-land withdrawals.*

State.	Withdrawals outstanding July 1, 1910.	Fiscal year ended June 30, 1911.		Withdrawals outstanding July 1, 1911.	Period July 1, 1911, to Dec. 1, 1911.		Withdrawals outstanding Dec. 1, 1911.
		New withdrawals.	Restorations.		Withdrawals.	Restorations.	
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Florida.....	2,400	35,439		37,839			35,640
Idaho.....	1,102,317		149,929	952,388		2,199	952,388
Montana.....		33,950		33,950			33,950
Utah.....	107,545	200		107,745			107,745
Wyoming.....	1,267,494			1,267,494		826	1,266,668
Total.....	2,479,756	69,589	149,929	2,399,416		3,025	2,396,391

Power-site withdrawals.

State.	Withdrawals outstanding July 1, 1910.	Fiscal year ended June 30, 1911.		Withdrawals outstanding July 1, 1911.	Period July 1, 1911, to Dec. 1, 1911.		Withdrawals outstanding Dec. 1, 1911.
		New withdrawals.	Restorations.		Withdrawals.	Restorations.	
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Arizona.....	107,550	106,000	160	213,390		23,448	189,942
California.....	47,819	5,870		53,689	72,112		125,801
Colorado.....	201,549	10,131	2,506	209,174	4,018		213,192
Idaho.....	230,971	16,477	17,756	229,692	55,005	4,093	280,604
Minnesota.....		8,388		8,388	2,866		11,254
Montana.....	122,515	16,803	11,631	127,687	240	2,520	125,407
Nevada.....	14,091	1,284		15,375			15,375
New Mexico.....	14,536		4,830	9,706			9,706
Oregon.....	176,721	7,948	22,874	161,795	16,814		178,609
Utah.....	379,912	1,080	33,740	347,252	22,322		369,574
Washington.....	55,439	26,404	1,457	80,386	22,887	2,136	101,137
Wyoming.....	103,396	4,094	48,601	58,889	2,660	400	61,149
Total.....	1,454,499	204,479	143,555	1,515,423	198,924	32,597	1,681,750

Designations under the enlarged homestead acts.

State.	Acreage designated July 1, 1910. ¹	Fiscal year July 1, 1910, to June 30, 1911.		Acreage designated July 1, 1911.	Period July 1, 1911, to Nov. 30, 1911.		Acreage designated Dec. 1, 1911.
		Designations.	Cancellations.		Designations.	Cancellations.	
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Arizona.....	26,657,280	90,400	157,763	26,589,917	.....	.....	26,589,917
Colorado.....	20,303,720	50,789	.....	20,354,509	.....	.....	20,354,509
Idaho:							
Secs. 1-5 only.....	.....	5,347,383	10,545	5,336,838	11,109	1,520	5,346,427
Sec. 6.....	.....	3,841	.....	3,841	538	.....	4,379
Montana.....	29,686,126	2,167,404	.....	31,853,530	67,973	.....	31,921,503
Nevada.....	49,512,960	.....	.....	49,512,960	.....	.....	49,512,960
New Mexico.....	15,883,343	423,332	.....	16,306,675	.....	.....	16,306,675
Oregon.....	9,166,960	2,071,661	24,960	11,213,661	65,685	.....	11,279,346
Utah:							
Secs. 1-5 only.....	6,654,469	111,311	.....	6,765,780	3,833	.....	6,769,613
Sec. 6.....	1,245,818	129,129	.....	1,374,947	840	.....	1,375,787
Washington.....	3,401,816	1,080	.....	3,402,896	.....	.....	3,402,896
Wyoming.....	16,904,673	634,268	.....	17,538,941	35,962	.....	17,574,903
Total.....	179,417,165	11,030,598	193,268	190,254,495	185,940	1,520	190,438,915

¹ Correction of previous report.

Metalliferous classifications (Northern Pacific R. R. grant lands), July 1, 1910, to June 30, 1911—No classifications July 1, 1911, to Nov. 30, 1911.

State.	Mineral.	Nonmineral.	Total.
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Montana.....	130,386	21,722	152,108
Idaho.....	45,645	90,712	136,357
Total.....	176,031	112,434	288,465

APPENDIX B.**National Park Statistics.**

[Referred to on pages 17 and 61 of this report.]

Appropriations and revenues of national parks for the fiscal years 1906-1911.

	Appropriation.	Revenue.	Total.
Yellowstone National Park:			
1906.....	\$7,500.00	\$1,522.50	.....
1907.....	7,500.00	2,808.96	.....
1908.....	8,000.00	4,699.65	.....
1909.....	8,000.00	4,790.20	.....
1910.....	8,000.00	18,188.82	.....
1911.....	8,500.00	23,420.13	.....
	47,500.00	55,430.26	\$102,930.26
Yosemite National Park:			
1906.....	5,400.00	1,000.00	.....
1907.....	5,750.00	9,193.04	.....
1908.....	30,000.00	14,390.06	.....
1909.....	30,000.00	16,051.17	.....
1910.....	30,000.00	21,373.18	.....
1911.....	62,000.00	35,765.48	.....
	163,150.00	97,772.93	260,922.93

Appropriations and revenues of national parks for the fiscal years 1906-1911—Continued.

	Appropriation.	Revenue.	Total.
Sequoia National Park:			
1906.....	\$10,000.00		
1907.....	10,000.00	\$159.50	
1908.....	15,550.00	43.15	
1909.....	15,550.00	46.57	
1910.....	15,550.00	121.78	
1911.....	15,550.00	255.65	
	82,200.00	626.65	\$82,826.65
General Grant National Park:			
1906.....	2,000.00		
1907.....	2,000.00		
1908.....	2,000.00	63.75	
1909.....	2,000.00		
1910.....	2,000.00	50.00	
1911.....	2,000.00	324.39	
	12,000.00	438.14	12,438.14
Crater Lake National Park:			
1906.....	3,000.00		
1907-8.....	7,315.00	25.00	
1909.....	3,000.00		
1910.....	3,000.00	11.00	
1911.....	3,000.00	30.00	
	19,315.00	66.00	19,381.00
Mesa Verde National Park:			
1907-8.....	7,500.00		
1909.....	7,500.00		
1910.....	7,500.00		
1911.....	20,000.00	100.00	
	42,500.00	100.00	42,600.00
Mount Rainier National Park:			
1907.....	2,500.00	205.22	
1908.....	3,000.00	170.00	
1909.....	3,000.00	1,104.79	
1910.....	3,000.00	8,953.79	
1911.....	3,000.00	7,748.48	
	14,500.00	18,182.28	32,682.28
Wind Cave National Park:			
1906.....	2,500.00		
1907.....	4,400.00		
1908.....	2,500.00	200.00	
1909.....	2,500.00		
1910.....	2,500.00	340.75	
1911.....	2,500.00	340.00	
	16,900.00	880.75	17,780.75
Platt National Park:			
1906.....		37,307.44	
1907.....		178.00	
1908.....		7,021.00	
1909.....		272.00	
1910.....		2,130.31	
1911.....	5,000.00	422.75	
	5,000.00	47,331.50	52,331.50
Glacier National Park:			
1911.....	15,000.00	326.88	15,326.88
	418,065.00	221,155.39	639,220.39
Total appropriations.....			\$418,065.00
Total revenues.....			221,155.39
			639,220.39

Visitors to national parks, 1906 to 1911.

Name of park.	1906	1907	1908	1909	1910	1911
Yellowstone National Park	17,182	16,414	19,542	32,545	19,575	23,054
Yosemite National Park	5,414	7,102	8,850	13,182	13,619	12,530
Sequoia National Park	700	900	1,251	854	2,407	3,114
General Grant National Park	900	1,100	1,773	798	1,178	2,160
Mount Rainier National Park	1,786	2,068	3,511	5,968	8,000	10,306
Mesa Verde National Park	(1)	(1)	80	165	250	206
Crater Lake National Park	1,800	2,600	5,275	4,171	5,000	² 4,500
Wind Cave National Park	2,887	2,751	3,171	3,216	3,387	3,887
Platt National Park	(1)	28,000	26,000	25,000	² 25,000	30,000
Sullys Hill National Park	(1)	400	250	190	190	² 200
Hot Springs Reservation	(1)	(1)	(1)	(1)	120,000	130,000
Glacier National Park						² 4,000

¹ No record kept.² Estimate.

